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#### ACKNOWLEDGMENTS

I am grateful to Mr A. W H Dean, C I E , M C , I S E , Chief Engineer, Central Public Works Department and to the Superintending and Executive Engineers of the Divisions investigated by me and my staff for co-operation and assistance rendered in conducting this Ad Hoc Survey and for supplying valuable material. Thanks are also due to my Supervisors Messrs S D Punekar, T Satyanarayana Rao S K Sen and C P Srivastava for assistance in the collection of factual and statistical material for use in the preparation of this Report

## PREFACE

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2 In India in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments there have remained large lacunae in regard to information on labour conditions in several industries. In particular broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others and even as regards these industries, comprehensive information on an all India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose --

A Mining (1) Coal (2) Manganese (3) Gold (4) Mica (5) Iron Gte (6) Salt

B Plantations (7) Tea (8) Coffee (9) Rubber

C Factory industry (10) Cotton (11) Jute (12) Silk (13) Woollen (14) Mineral Oil (15) Dockyard (16) Engineering (17) Cement (18) Matches (19) Paper (20) Carpet weaving (21) Coir matting (22) Tanneries and Leather Goods Manufacture (23) Potteries (24) Printing Presses (25) Glass (26) Chemical and Pharmaceutical works (27) Sardine (28) Biharmukti (29) Cigarette (29) Mica Splicing (30) Sugar (31) Cotton Ginning and Baling (32) Rice Mills

D Transport (33) Transport Services (Tramways and Buses) (34) Non gazetted Railway Staff

E Other types of labour (35) Port Labour (36) Municipal Labour (37) Central P W D (38) Rickshaw Pullers

3 The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold etc., in other industries, such as

textiles engineering, transport services plantations tanneries, bidimaking etc a very large number of centres and units in different provinces (and even States) had to be covered Moreover some of the industries are modern industries of the large-scale type wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small scale industries where factory legislation is either inapplicable or partially applicable This information has not been uniformly available in advance as regards the size location and ownership of industrial units such as is necessary before decisions for sampling are taken Consequently the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available As far as possible however, in all industries important centres were covered In each of these centres units were chosen on a sample basis but it was possible in a few centres to cover all units The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country The selection of individual concerns was generally based on considerations in order of importance of (a) size (b) ownership (private or limited) and (c) whether subject to statutory regulation or not In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries Unfortunately there are no all India employers' organisations in some of the organised industries nor are the statistics maintained by the Central and Provincial Governments at all complete Moreover in certain unorganised industries, such as abellac carpet weaving bidimaking etc owing to their very nature no such information could have been readily available in advance In certain cases therefore owing to these difficulties as well as transport difficulties and other exigencies the sampling could not be fully adhered to Nevertheless the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this they have cast their net as wide as possible The main instruments of the *ad hoc* survey were the Questionnaires These were of two kinds —(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed and (b) supplementary and special questionnaires in respect of certain industries such as plantations miles railways m'lshaw pullers port labour municipal labour glass shellac mica etc The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible In the case of certain surveys however such as salt paper cotton, woollen and jute textiles dockyards silk cement and gold mining it was possible to conduct a wage survey on a sample basis The chief method of collection of data was by personal investigation of industrial establishments examination of their records and contact with labour in factories and homes The information thus collected was supplemented and checked with replies to the Questionnaires received

4 For the purpose of conducting enquiries a sufficiently large field staff consisting of 16 Supervisors and 45 Investigators was appointed Before the commencement of field work all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data and the centres and units which they were to investigate In addition both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5 As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first hand knowledge of local labour conditions.

6 The Committee's survey covered all Provinces with the exception of the North West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee with terms of reference identical to those of this Committee for enquiry into local labour conditions.

7 In dealing with the ad hoc survey work, several courses were open to the Committee — (i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more in industry wise than a region wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen however that in the Reports the factual material has been presented both on an all India and on a Regional basis.

8 Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D V REGE, Chairman

S R DESHPANDE, AHMAD MUKHTAR, B P ADARKAR } Members

TEJA SINGH SAHNI,

Secretary

## CHAPTER I.—INTRODUCTION.

### Scope of Enquiry

The Central Public Works Department is a part of the Labour Department of the Government of India, and is entrusted with all construction work undertaken by the Government either on its own account or on behalf of other Governments, as for example during the recent war. The Department has its Circles and Divisions throughout India and the extent of its jurisdiction can be imagined by reference to Appendix I, which gives the names of Circles and Divisions thereunder. The present enquiry was conducted on the basis of Divisions, according to the character of different types, and in the selected Divisions intensive investigations were made. In this selection, the Chief Engineer, C P W D, Mr A. W. H. Dean was consulted. The following Divisions were selected —

- (1) The Bengal C P W D,
- (2) The Eastern Aviation Circle, comprising Lalmonirhat Aviation and Electrical Divisions and the Coorg Aviation Division,
- (3) The Bombay Aviation Division,
- (4) The Bangalore Aviation Division,
- (5) The Karachi Aviation Division,
- (6) Construction Division I, and the Service Division, Delhi, and
- (7) The Simla Central Division

The Central P W D, unlike other industries covered by our ad hoc surveys, being an all India affair controlled by one employer, namely, the Government of India, has, more or less standardised conditions of labour, especially in the case of its departmental labour. Accordingly, in respect of matters like wages, dearness allowance, Provident Fund, Pensions, etc., conditions of labour are mainly governed by Rules and Notifications issued from time to time by the Government. Variations are allowed, in practice, only in the case of work-charged men, who are mainly casual unskilled labourers. It is, therefore, necessary to study these Rules and Notifications to understand the basic conditions of C P W D labour.

### The Operations of C P W D

The normal operations of the C P W D are divided into two categories—original works and repairs. The first includes new works, alterations, additions and purchases, the second, repairs and maintenance. Detailed idea regarding the nature of work done in various divisions can be had from Appendix I. During war time, there has taken place an enormous expansion in the activities of the Department and considerable amount of construction has been undertaken on behalf of not only the Government of India, but also His Majesty's Government and the budget of the Department has swollen to mammoth figures. As stated earlier this war time work has included construction of aerodromes, runways, military buildings, etc., in various parts of India. This has called forth a tremendous expansion of the Department and employment has been provided to several hundreds of thousands of men and women, especially, as work charged and contractor's labour.

Figures for employment are not available in a complete manner, those for some of the principal Divisions are reproduced in Appendix II. The total employment in 1944 on account of military and civil construction, under the C P W D, was roughly in the neighbourhood of 1 1/2 lakhs. The biggest problem of the transitional period and of the normal peace time is, thus, the

provision of continued employment to these workers. Much will depend upon the public works programme of the Government of India and also of the Provincial Governments and States, and it is to be hoped that the post war plans of these Governments will successfully fill the big gap created by a sudden cessation of wartime construction. Even in normal peace time conditions, employment in the C P W D is a highly fluctuating affair, depending as it does, upon the works programmes of the Government from time to time. The consequence of this has been that a large mass of floating labour has to be kept in intermittent employment without any direct responsibility for security of employment or other rights of labour being thrown upon the principal employer, viz., the Government. As will be seen below, this has given rise to a system of contract labour being maintained for Government construction, as a standing army of workers in different areas. Now, so far as the contractor is concerned, he is not subject to much legal regulation, and it is an unfortunate feature of the situation that the Government is able to avoid its own responsibility towards labourers in this vicarious fashion. A general impression, which is thus gathered, is that, in so far as work-charged men and contractor's labourers are concerned—and these constitute a majority of the total number of workers employed directly and indirectly under the C P W D—the Government are in the company of some of the worst employers in the country.

### Categories of Labour

4 The main categories of workers under the C P W D are—

- (a) Departmental labour, and
- (b) Contract labour

Departmental labour is further sub-divided into three groups (i) Permanent, (ii) Temporary, and (iii) Work charged men. Contract labour is a category by itself, and comprises supervisory and recruiting staff, which is more or less permanent on the one hand, and a large mass of unskilled labour on the other. The permanent men under the Department of Labour are entitled to all the rights and privileges as regards leave, pay, allowances, Provident Fund and Pensions. The temporary men are an intermediate category, entitled to rights and privileges, somewhat inferior to those accorded to permanent men. Their position is thus defined in the C P W D Code: "The Temporary Establishment includes all such non permanent establishment, no matter under what titles they employ, as is entertained for the general purposes of a division or sub division, or for the purpose of the general supervision, as distinct from the actual execution of a work or works." On the other hand, the position of the work charged men is defined as follows: "Work charged Establishment includes such establishment as is employed upon the actual execution, as distinct from the general supervision, of a specific work or of sub works of a specific project or upon the subordinate supervision of departmental labour, stores and machinery in connection with such work or sub works." Members of the Temporary and Work charged establishments, who are engaged locally, are on the footing of monthly servants. If they are engaged for a specific work their engagement lasts only for the period during which work lasts. If dismissed, unless it is for serious misconduct, before the completion of the

work for which they are engaged they are entitled to a month's notice or month's pay in lieu of notice. But ordinarily they can be dismissed with or without notice as soon as the work is over. If on the other hand they on their part desire to resign they have to give one month's notice or forfeit a month's pay. Appointments of temporary and work-charged men can be made by Superintending Engineers and Divisional Officers subject to limits of pay of Rs 250 and Rs 100 per month respectively provided sanction for such posts has already been obtained and budgets provision made.<sup>1</sup>

There is not much meaning however in the term "temporary". Many of the so-called temporary men have been working in the Department for years together without qualifying themselves for a permanent status. The number of permanent men is very small as compared to that of temporary men and there is a regular scramble for permanency. Apart from this serious allegations were made by workers' representatives that a temporary man as well as the work charged man are at the mercy of their officers both superior and subordinate and that as temporary men can be discharged on the recommendation of these officers there is a large scope for patronage and corruption. It was stated that subordinate officers could practice nepotism and communalism in the distribution of their patronage and facilely discharge temporary men on some ground or other. Allegations were also made that subordinate officers were in the habit of putting such men on private work of their own. It is impossible in the nature of the case to verify such allegations but even if we keep an open mind about them we cannot help feeling that the system does provide scope for such things. As regards work charged men their conditions are still inferior. The work charged men are so called because they are charged to the work and their employment fluctuates according to the availability of work in a Division. They can be promoted to the position of temporary and permanent workers but such occasions are extremely rare.

#### Contract Labour

5 The most serious problem of labour under the C P W D is the prevalence of contract system of labour. From the financial point of view it is no doubt convenient to Government to have this system because it enables Government to give the work to the lowest bidder and thus to get a piece of work done cheaply and without much administrative work. However from the standpoint of labour the system as it stands today is undoubtedly very unsatisfactory. It is clear that if Government cannot abolish the system they must at least endeavour to put that system on a proper basis so as to improve the conditions of labour under it and to secure for the workers employed by contractors same rights and privileges as those for other types of labour as far as possible. As will be seen from Appendix II in the Divisions for which information was available the total number of contractors' labourers was 92,130 which constituted 75 per cent of the total labour employed. It will thus be seen that under the C P W D contract labour predominates. The system of recruitment of contract labour is similar to that in most other industries. The contractors (known as thikadars) advance moneys to the chowdhries who go to the villages and procure labour. The chowdhries advance moneys to the workers (who are usually known to them) and bring them to the works. The advances are later on recovered from the wages to be paid. Under the *General Directions and Conditions* regarding contract work in pursuance of the *Central P W D Code No 89* which are

<sup>1</sup>Cf Paras 10 to 12 of the C P W D Code

revised from time to time the contractor is bound to observe certain conditions regarding the employment of labour. Thus it has been laid down that no labourer below the age of 12 years shall be employed on the work that the contractor shall pay to labourers not less than the wages paid for similar works in the neighbourhood, that the contractor shall at his own cost provide his labour with buttongs on an approved site and shall make arrangements for conservancy and sanitation in the labour camp to the satisfaction of the local public health and medical authorities, that no work shall be done on Sundays without the sanction in writing of the Engineer in Charge that the contract shall not be assigned or sublet without a written approval of the Divisional Officer that the contractor shall under the terms of the contract provide latrines for the use of his labour and employed during the day time at the construction site (the provision of latrines and sweepers being 3 seats and 1 sweeper up to 100 workers 5 seats and 2 sweepers for between 101 to 200 workers 8 seats and 3 sweepers for between 201 to 400 workers and 2 seats and 1 sweeper for every additional 200 workers) that no female labour shall be employed within the limits of a Cantonment etc etc. Apart from this the contractor is subject to the provisions of the Workmen's Compensation Act under which (under Schedule III) workers employed in construction, repair or demolition of buildings dams roads bridges etc are covered. The Payment of Wages Act does not apply to either departmental or contract labour.

It will be seen therefore that on the whole regulation of labour conditions in the case of contract labour is not satisfactory. This question was discussed with the Chief Engineer C P W D (Mr Dean). He was of the view that the best way of tackling the problem would be to lay down precise conditions regarding payment of wages working conditions hours of work sanitary conditions housing etc for workers in the Agreement itself which is signed by the contractor for the contract as a whole. There should be precise standards of a more comprehensive kind than at present laid down in the Agreement Form and if these standards are not observed power should be reserved to Superintending Engineers to withhold contract money until conditions are satisfied. He was further of the view that this should be a matter of routine like any other specifications in the contract. Some of the Labour Leaders were also of an identical opinion - except that they would entrust the work of enforcing standards regarding contract labour to an independent Labour Officer in each Division who should not be under the C P W D but directly under the Labour Department. We are inclined to agree with the Chief Engineer so far as provision of conditions in the Agreement is concerned but we agree with the workers' representatives that the work of supervision in these matters should be entrusted to whole time Labour Officers appointed in each Division to look after the conditions and welfare of labour whether employed by the C P W D or by the contractors.

#### Housing

6 It is a peculiar feature of the C P W D that while the department is concerned largely with construction of buildings and other amenities so as to provide office and residential accommodation it has not been able to attend to the housing requirements of its own men except to a small extent. Only the permanent and temporary workers are entitled to housing accommodation or to house rent in lieu of it. The work-charged men are not entitled to anything. Even in the case of permanent and temporary workers however payment of house rent is more common than provision of actual accommodation. One cannot understand why a department mainly concerned with construction

should not tackle the problem of the housing of its own men first ! Suitable housing accommodation should be provided to permanent and temporary men, according to the total number of men employed in these categories. Likewise there is no reason why, on the basis of an average calculation, housing accommodation of a suitable type should not be provided for the work-chargers.

### Workmen's Compensation Act

7 Under the C P W D Code, a Divisional Officer is required to report immediately to the Superintending Engineer any important accident or unusual occurrence connected with his Division and to state how he has acted in consequence. Apart from this, Divisional Officers and his subordinates are required to furnish immediately information to the proper civil authorities of every serious accident and in the case of death to see that the body is not removed till an enquiry has been held.<sup>1</sup> The working of the Workmen's Compensation Act is not as satisfactory as it should be, especially in the case of contract labour. Compensation due to the injured workmen, or in case of fatal accidents, to their legal dependants is rarely paid in full or within a reasonable period of time in accordance with the provisions of the Act. The reasons generally are that the contractors sometimes pay a smaller sum than is due under the Act and purport to take a clear receipt from the parties, while in some cases the compensation due is not paid at all. The majority of labourers being illiterate and ignorant of their rights under the Act, do not press their claims before the Commissioners for Workmen's Compensation and consequently fail to get what is legally due to them. Besides, most of the labour is imported from areas far from the venue of accidents and Commissioners find it difficult to trace their whereabouts, as there is a tendency amongst them to migrate to their homes immediately after the occurrence leaving no address. While efforts are made to help such ignorant workmen with a view to secure their interests, generally these prove infructuous. Most of the departmental officers, who have to deal with labour are themselves ignorant of the provisions of the Act, or the procedure laid down therein. This also results in a great deal of avoidable delay. The Commissioners after an accident is reported to them, experience great difficulty in the adjudication of claims resulting from the lack of evidence regarding the circumstances of the accident and also in the absence of a formal claim from either workman himself or his legal dependents, besides other legal technicalities which are always involved in such cases. In the circumstances it is necessary that the workmen should be educated by means of wide publicity as regards their rights under the Act, and instructions issued to the Executive staff to take immediate steps to conduct full enquiries and to record addresses of dependants, etc. It has been stated that the labourers are generally afraid of law courts because of the expensive nature of legal advice. In some cases small lumpsum payments are made by contractors and the workers are led to believe that nothing further could be expected. It is clear that all these practices can be checked only by a vigilant enforcement of the Workmen's Compensation Act, if necessary under the supervision of Labour Officers.

### Provident Fund and Pensions

8 Permanent and temporary workers are entitled to pensions, like any other permanent servant of the Government under the Civil Service Rules. As regards work-charged men they are now covered by a resolution of the Finance Department (dated the 16th April 1945) setting up a Contributory Provident Fund with effect from the 1st May 1945. This Fund has to be re-

<sup>1</sup>C P W D Code paras 47 and 49

gulated by the Contributory Provident Fund Rules (India) subject to certain modifications. The modifications are— Every workman who is in receipt of a minimum monthly income of Rs 20 or above and has had at least three years continuous service on a work charged establishment shall be required to subscribe. A workman drawing a pay not less than Rs 10 per month but less than Rs 20 per month and fulfilling the condition of three years' continuous service may be admitted as a subscriber at his own option. The amount of subscription to the Fund shall be fixed by the subscriber himself and shall be at a ratio not less than 6½ per cent or more than 9 3/8 per cent of his monthly income. If, moreover, a workman has rendered a service of five years or more on emoluments of Rs 20 a month or above, before introduction of the Fund he shall, on retirement, get in respect of that service a gratuity equal to half a month's emoluments for each completed year of service, subject to a maximum of 9 months' emoluments. In this connection reference may be made to Appendix III where the relevant Resolution of the Government of India has been quoted.

## CHAPTER II.—BENGAL CENTRAL PUBLIC WORKS DIVISION.

This Division is located in Calcutta and is under the control of an Executive Engineer of the C P W D. The Division was established only recently, as late as April 1940, and is mainly a war time development. Consequently no information for the pre war period is available.

### Employment

The total number of workers employed in the Division (as in January 1945) was 597 out of whom 400 were under the Air Raid Precautions Office. All the workers are salaried workers employed on a time basis. There is neither female labour nor contract labour. No detailed statistical record about length of service is maintained, but roughly 90 per cent of the A R P O workers and 30 per cent of the rest have a record of less than 1 year to their credit, 10 per cent of A R P O and 60 per cent of the rest of less than 5 but more than 1 year, and 10 per cent (about 19 men) of the rest have been in service of Government for over 5 years. Workers are classified as belonging to permanent, regular establishment and as belonging to temporary, work charged establishment. The former account for 12 per cent only (71 in number), and the latter for 88 per cent (522) of the total. As elsewhere, permanent men are entitled to benefits of leave, pension etc., in the same way as permanent (inferior) Government servants. and temporary work charged men are liable to be released from service as soon as exigencies of a particular work are over or on one month's notice, and are not entitled to pension, etc. The latter are allowed only 20 days' casual leave per annum plus 5 communal holidays and 3 common holidays (recently amended to one day off per week). There is no apprenticeship of any kind. Maximum and minimum limits of pay for each class of workers are laid down. Appointments are generally made on the minimum pay and yearly increments are granted within the prescribed upper limit in the discretion of the superior officer according to efficiency of work. There is no definite scale of promotion. Labour turnover and absenteeism are not excessive being about 5 per cent and between 4 and 5 per cent respectively. There are no specific reasons for the turnover, except that in the case of A R P personnel (which constitutes about 68 per cent of the total) owing to the purely *ad hoc* nature of the organization without future prospects of service, the personnel does not stick. For absenteeism, the main reason is sickness and ill health. As regards recruitment, vacancies in the A R P. were advertised in the first instance in 1942. As the A R P trailer pump 3 organisation is spread all over the city of Calcutta, intending candidates obtain information by enquiries at the posts and also at office where as a rule

recruitments are made twice a week. All candidates are lined up and examined as to physique, smartness, literacy and intelligence before selection is made. For other vacancies which are few, selections are generally made from nominees put forward by workers themselves and from other staff.

### Wages and Earnings

The variation of wage rates for different categories of workers can be seen from the table below —

**TABLE 1**  
**Variation in Wage Rates**

Category	Wage Rate
	, Rs A P      Rs A P
(1) Unskilled and semi skilled <i>Khalasies, durwans, sweepers etc</i>	0 7 6 to 0 9 6 per day
(ii) Skilled—	
(a) Carpenters, masons work masons, firemen	1 0 0 to 1 8 0 per day
(b) Special workers like trailer pump mechanics, etc	2 8 0 to 2 12 0 per day

The basic rates have not been revised. The rates were fixed by the Chief Engineer, C P W D. The main principle adopted was to pay at rates similar to those obtaining in the Provincial P W D. Fire Brigade, etc., for each class. The Superintending Engineer, Eastern Aviation Circle has recommended a wage rate of Re 1 per day inclusive of all allowances, as the maximum limit for all areas other than Calcutta where it is proposed to follow scales laid down by the Provincial Labour Supply Committee and its Wages Sub Committee.

Since the outbreak of war, dearness allowance is being paid to all workers whether regular or work charged as from 1st August 1942, at rates which have been prescribed from time to time for Central Government servants at Calcutta. Rates prevalent at various dates have been as under —

**TABLE 2**  
**Rates of Dearness Allowance**

Date	Range of pay	Rate of allowance Ps
Notification 20 8 42	Not exceeding Rs 39	6 p m
	Between Rs 39 and 100	9 p m
Notification 5 1 43	Below Rs 40	7 p m
	Between Rs 40 and 120	10 p m
Notification 15 6 43	Below Rs 40	11 p m
	Between Rs 40 and 100	15 p m
Notification 21 3 45	Below Rs 40	14 p m
	Between Rs 40 and 250	18 p m

Apart from this, Calcutta Compensatory Allowance is paid to workers on regular establishment at present. No other allowance bonus or gratuity is paid. No overtime scales are in force anywhere. For the A R P establishment (which works 2 shifts of 12 hours each) it is obligatory that the posts must be manned 24 hours and when there is any absentee for a number of days some one from the crew is required to be on double shifts for which he earns twice his normal pay for the two shifts on the date concerned. Overtime work is often necessary, but it was stated by the Executive Engineer that there was compulsion as the personnel offered voluntary service for overtime!

### Working Conditions

For the A.R.P. personnel, two straight shifts of 12 hours are worked, viz., from 9 a.m. to 9 p.m. and from 9 p.m. to 9 a.m. There are rest periods during these. The men, having been employed for emergency work do not perform any manual work, but are only required to be present for routine parade and drill. For other than A.R.P. personnel, the shift is a single one of 8 hours only, viz., from 9.30 a.m. to 5.30 p.m. Conditions of ventilation, lighting etc., are satisfactory. The men do not have to work on any fixed floor area but have to move about from one office to another as required. There are no shelters as such, and there is practically no fixed rest interval but generally half an hour between 1 and 1.30 p.m. is allowed.

### Welfare Activities

There is only a grain shop started during the war since January 1943 wherefrom rations of controlled commodities at concessional rates applicable to inferior establishment of the Government of India offices are issued on cash payment. The issue rate and market controlled rate can be seen from the table below —

TABLE 3  
Prices of Commodities sold at Grain Shop

	Issue Rate per		Market controlled
	seer	Rs as ps	rate per seer
Rice	0 4 6	0 6 8	
Atta	0 4 3	0 6 0	
Flour	0 8 0	0 8 0	
Dal	0 6 0	0 10 0	
Sugar	0 8 0	to Re 1	0 8 0

### Working of Labour Act

The labour employed appears to be covered by the Factories Act, but so far there has been no visit for purposes of inspection. In the case of accidents the Workmen's Compensation Act is followed, but no action has been taken so far to acquaint workers with provision of the Act but information is given why any particular type of accident arises and measures adopted to prevent it.

## CHAPTER III—EASTERN AVIATION CIRCLE

In the Eastern Aviation Circle, two main Divisions were investigated, viz., the Lalmonirhat Division, including both the Aviation Division and the Electrical Division, and the Kharagpur Aviation Division. The Divisions have been created during war time to meet special emergencies. Nearly 90 per cent of the labour employed on project in this Circle is contract labour. The contractors employ local labour, if available, or import men, especially skilled and semi-skilled from the Districts of Muzaffarpur and Champaran in Bihar and Murshidabad in Bengal while unskilled labour is obtained from the provinces of Orissa. All workers employed by the Department in this Circle are temporary for the duration.

### Employment

Owing to the temporary nature of the works most of the employment is at present on an *ad hoc* basis. Most of the Department's employees are work-charged men and these are entitled to such privileges as are available to men of this class. Labour turnover and absenteeism have consequently little mean-

ing here, and there is no question of apprenticeship or graded or time scale promotions. There are no standing orders governing the relationship between employers and workers, except that there are certain conditions laid down in the usual agreement between the Department and the contractors in regard to the wages, housing etc., of labour. For the rest, permanent and work charged men are entitled to the same benefits as are available to workers of their class elsewhere.

Figures for the different types of labour employed are given in the tables below —

TABLE 4

## Average daily Number of Workers employed (1942-44)

	Contractor's Labour		Departmental		Work Charged	
	Skilled	Unskilled	Skilled	Unskilled	Skilled	Unskilled
<i>Lalmonirhat</i>						
<i>Avt Dvn</i>						
1942	(a)	(a)	2	14	47	94
1943	624	4 087	24	273	250	188
1944	289	2 244	65	238	379	379
<i>Lalmonirhat</i>						
<i>Elec Dvn</i>						
1942	(b)	(b)	(b)	(b)	(b)	(b)
1943	104	72	Nil	Nil	Nil	Nil
1944	51	33	4	18	70	157
<i>Kharagpur</i>						
<i>Avt Dvn</i>						
<i>Land II</i>						
1942	200	3 500	20	100	100	200
1943	420	9 000	37	2 748	200	515
1944	2 000	7 700	188	1 636	199	550

## Wages and Earnings

The wage rates prevalent in the Eastern Aviation Circle are based mainly upon corresponding rates in the Provincial P.W.D. and other Divisions elsewhere. Appendix VI shows the rates of pay recently proposed in the E.A.C. for various categories of workers. The following table gives an idea as to the total earnings of workers in different categories in the Lalmonirhat Aviation and Electric Divisions.

TABLE 5

## Gross Earnings of Workers (per month)

Type of worker	Maximum	Minimum	Average
<i>Aviation Dvn</i>	Rs	Rs	Rs
Fitter	97	72	78 1/4
Electrician	97	72	78 1/4
Mason	52	52	52
Carpenter	52	52	52
Aast Fitter	62	62	62
Lineman	62	62	62
Wireman	62	62	62
Painter	52	52	52
Khalasi	29	29	29
Chowkidar	29	29	29
<i>Elec Dvn</i>			
Chowkidar	30	30	30
Khalasi	22	22	22
Work Sircar	57	57	57
Cooke	32	30	31
Mate	35	35	35
Fireman	39	19	39
Fitter Mechania	111	72	91 1/8
Mason	72	72	72
Carpenter	78 1/8	72	73

(a) Not available

(b) Division was not in existence.

In the fixation of wages consideration is given to the nature of work ~~cost~~ of food stuffs (whether at concessional rates etc), housing etc

In addition to wages dearness allowance is given now to work charged men with effect from the 1st March 1944 at the following rates —

TABLE 6  
Dearness Allowance Rates

Area	Total Remuneration Range	Allowance Rate	
		Rs	Rs
A	(i) Below Rs 40 p.m.	14 p.m.	
	(ii) Between Rs 40 and 250 p.m.	25 p.m.	
B	(i) Below Rs 40 p.m.	11 p.m.	
	(ii) Between Rs 40 and 200 p.m.	14 p.m.	
C	(i) Below Rs 40 p.m.	9 p.m.	
	(ii) Between Rs 40 and 1150 p.m.	12 p.m.	

Apart from this a daily allowance of 1 per cent of the pay per day subject to a minimum of Rs 6 per day was admissible to a work-charged labourer when he was sent out of his headquarters on journey for more than 12 hours' duration but this allowance has been discontinued from November 1944. Recommendations have however been made to continue the allowance in question till the price of rice comes down to Rs 10 per maund in the open market.

There is no overtime and hence no overtime wages are paid or payable. Nor are there any deductions from wages or fines. Up to July 1944 the work charged men were given a holiday every alternate Sunday 5 communal holidays and 3 other holidays with 20 days' casual leave in the year. Since July 1944 every Sunday or any other day in lieu thereof in a week has been given as a holiday.

#### Welfare Activities

There are no special facilities for latrines, animals, water supply etc, as the labourers live in the villages around. There is a dispensary for out door patients. Serious cases are admitted into the nearest hospital to which the airfield is affiliated. About 50 cases are treated daily. Malaria and Dysentery being the most prevalent. There are no occupational diseases as such. Apart from this there are usually a number of teashops and restaurants on each airfield where light food can be obtained. These are private concerns but the Sub Divisional Officer keeps a check on prices and conditions of sanitation. Prior to the food shortage of 1943 workers could obtain their food stuffs in the local markets at reasonable rates. As soon as these rates rose beyond their means the Department engaged a contractor to supply foodstuffs at fixed rates. The Department did not incur any great expense in this but as most of the workers are rice-eaters rice had to be purchased at Rs 16 per maund and sold at a lower price of Rs 14. Casual labour received rice only at concessional rates but work charged men obtained grain rations and concessions according to size of family in respect of grain, mustard oil, sugar and salt. Apart from this there are banijas at each airfield and they sell other food stuffs to labourers at rates controlled by the Executive Engineers.

#### Housing

No pucca structures are provided for the labourers. In fact 90 per cent of the labour being contract labour who preferred to live in their own houses in the neighbouring villages no housing accommodation has been necessary. Only where contractors have imported labour they were bound under their terms of agreement to provide adequate accommodation in huts and make the necessary sanitary arrangements.

#### Workmen's Compensation and Accidents

The number of accidents is few in the airfields. At Lalmonirhat Aviation Division, there were 6 accidents in 1942-43 and 2 only in 1943-44. In

the former year, Rs. 20 was paid as compensation in one case and in 1944, also in one case, Rs. 100 was paid. At Kharagpur, the numbers of cases were 3, 5 and 15 respectively in 1942, 1943 and 1944, while compensation was paid in one case (at Rs. 2630) in 1942 and in 3 cases (at Rs. 3150) in 1944.

#### Miscellaneous

As airfields fall in the danger zone A.R.P. organisations have been set up on each site. First aid and Fire Fighting parties have been formed and an Ambulance provided for casualties. At the various sites of work slit trenches have been dug and workers have been instructed to take cover in the event of raid. At two or three convenient spots a large red ball is suspended from posts and watchers are on duty at these posts. Hand sirens have been installed in some airfields and in others signals are given by beating of drums and instant lowering of the red balls.

After the war is over contractors will be unable to find work for their labour. In case it is decided to use these airfields for civil aviation purposes, it might be possible to provide employment to about 25 per cent of the contract labour, while all the labour now working directly under the C.P.W.D. would be required for maintenance. In any case it appears that the problem of surplus labour is going to be a serious one here.

### CHAPTER IV—BOMBAY AVIATION DIVISION

The Bombay Aviation Division with its ramifications at Bombay, Bombay Suburban District, and Ahmedabad, is a war time development like most other aviation divisions. The labour employed directly and indirectly is also temporary being utilised for temporary and urgent war time works such as military buildings and runways for aeroplanes. Owing to this factor, quite a different colouring is given to problems such as housing, recruitment, standing orders, wage rates etc. The future of this labour is also vague. Labour directly employed by the C.P.W.D. is a small quantity owing to all these reasons, while contract labour predominates here as elsewhere.

#### Employment

The total number of workers employed directly and indirectly in the Division can be seen from the table below. Figures have been given separately for (1) Bombay and Suburbs and (2) Ahmedabad.

TABLE 7

#### Average Daily Number of Workers Employed

	July 1942		Jan 1944		Oct 1944	
	(1)	(2)	(1)	(2)	(1)	(2)
(a) Total number of workers Departmental contract	102	129	81	76	168	77
	4986	412	4080	53	891	53
(b) Number of piece rate workers	4076	402	4070	49	885	49
(c) Number of time rate or salaried workers	112	139	91	80	174	84
	Men		Women		Children	
	July 1942	Jan 1944	Oct 1944	July 1942	Jan 1944	Oct 1944
A Employed & paid directly	{ (1) 102 (2) 129	77 68	168 68	4 20	9	
B Employed & paid through contractors	{ (1) 2656 (2) 272	2650 35	570 38	1230 120	1230 10	270 10
C Employed through contractors & paid directly				N/A	200 20	200 5
						45

Women and children are employed mainly as coolies. All workers are classified as temporary and no accurate information regarding length of service is available. Labour turnover and absenteeism have little meaning in the situation. Available figures did not suggest that either of them was 110% Defl.

serious in the places covered. There are certain terms of conditions of temporary service between Government and workers, such as *mistris*, *mukadams* etc., who are employed on a monthly wage. The conditions briefly are that (i) if the worker wishes to leave, he must give one month's clear notice or forfeit one month's pay, and (ii) if Government wishes to dispense with his services this may be done at any time without notice if necessary. The latter condition might appear unfair but where a department is engaged solely on important defence works, it is no doubt necessary. However, it has been stated that a month's notice is in fact always given if possible. Recruitment of labour is done in the case of departmental labour by enquiry in the local market and there are constant applications for jobs.

#### Wages and Earnings

The wage position for departmental labour can be seen from the table below —

TABLE 8  
Consolidated Wages of Workers

	Wages per day		Wages per day	
	Minimum	Maximum	Minimum	Maximum
Male cooly adult	Rs 1 0 0	Rs 1 13 0	Assistant Fitter	Rs 1 14 0
Female cooly	0 12 0	1 8 0	Carpenter	2 8 0
Boy cooly	0 10 0	1 6 0	Mason	2 9 0
Sweepers	1 9 0	1 13 0	Painter	1 14 0
Male	1 9 0	1 13 0	Polisher	1 14 0
Chowkidar	1 9 0	1 13 0	Mucadam	1 8 0
Plumber or Fitter	2 2 0	2 10 0	Bhasty	1 8 0
			Blacksmith	2 2 0
				3 6 0

The wages are paid on a daily basis and are not divided into wage and allowances, but make one consolidated payment for both. The consolidated wage paid at present, it may be noted, is double the consolidated wage paid in 1939, the 100 per cent increase being in lieu of dearness allowance. Wages paid by contractors are somewhat higher than these. The departmental wage rates are based on the Provincial P W D rates for corresponding categories of labour as also on those of Bombay Central Division (C P W D). Separate dearness allowance is paid to the supervisory staff, employed on a monthly basis, such as overseers, *mistris* and *mucadams*, at rates sanctioned from time to time by the Government of India. Overtime, which is not compulsory, is paid for at the same rates as the day work, e.g., the normal working day being considered as 8 hours for each hour of overtime the worker will receive 1/8th of his daily wage extra. There are no deductions or fines. Labour employed and paid directly on a daily wage is usually paid monthly. For casual departmental labour engaged for a shorter period on a particular job and then discharged, payment is made fortnightly. Payment takes place 4 days after the end of the wage period. Contract labour, which is engaged mainly on piece work is paid weekly, usually on Tuesdays.

#### Working Conditions

One shift of eight hours daily from 9 a.m. to 1 p.m. and 2 p.m. to 6 p.m. is the general practice. There are no multiple or overlapping shifts. The work carried out by the Department is almost always in the open air and not in factory buildings. Hence there is no question of ventilation, lighting etc. But there is no protection from the heat of the scorching sun. No shelters have been provided for workers during rest intervals and they usually spread themselves under the shade of neighbouring trees. In some instances, small bamboo matting shelters have been erected but these are very few.

### Welfare Activities.

At the Santa Cruz aerodrome the departmental labour on the job is housed in pukka accommodation with proper sanitation and pipe water supply. The distance of this accommodation is at a maximum of one mile from the farthest point of their work. Whilst on work there are no sanitary arrangements, however, the water supply is obtained from the nearest standpipes or well. If these are not available, the workers bring water with them in earthen pots. On a job of sufficient magnitude, e.g., over 1,000 workers, Government provides a special dispensary at site of work with a part or full time doctor in attendance and a compounder and stock of medicines. The treatment is free of charge to both contract labour and departmental labour. The Santa Cruz dispensary has an average of 40 cases per day. The prevalent diseases are malaria, skin diseases (scabies, eczema, etc.), dysentery, and guineaworm. There are no occupational diseases. The only work liable to cause such a disease is the handling of tar or bitumen, but there is not much of such work and precautions are taken. Apart from medical treatment, canteens are usually established on the work and in the labour camps, in the case of large works, executed by contract. These canteens or teashops are run by private enterprise and the sale prices of articles compare favourably with the market prices. No creche is maintained for women workers. As all works in the Division are within municipal bounds, no special facilities for education are considered necessary. Grain shops have been opened at the site of work and the ration cards of workers issued by the local rationing authorities are transferred to these shops. This system is more convenient as workers do not have to travel long distances to the usual ration shops.

### Housing.

There are two sets of tenements of bricks, facing each other in the Civil Aviation Division, Santa Cruz. The first is a set of 5 rooms (each room about 10 ft.  $\times$  15 ft.) and is meant for 17 tradesmen, i.e., skilled workers or mechanics. There is a verandah, and each room has two doors and two windows. The roof is tiled. Another set is of 7 rooms (each room about 15 ft.  $\times$  20 ft.) and is intended for 40 unskilled workers. These rooms also resemble rooms of the other set, but each room has only one door. There is no privacy worth the name even where families live, while congestion is considerable, 5 or 6 persons having to live in a room of 15 ft.  $\times$  20 ft. There are no lights and this is a nuisance especially as this area is known to be infested by snakes. Workers complained that kerosene was not available and that electric lighting could have been easily installed on a temporary basis. A large number of workers live in private tenements in the neighbourhood. Here the conditions are even worse. (As regards housing of contract labour, please see *infra*.)

### Working of Labour Acts.

The establishment is not covered by the Factories Act, but the Workmen's Compensation Act applies and is duly observed. As soon as an accident takes place, first aid is rendered by the doctor on duty at the works and if necessary the injured person is sent to the nearest Government hospital. If the patient is detained longer than 7 days, the accident is reported to the Superintending Engineer and Chief Engineer and meanwhile the Engineer-in-charge sees that the necessary compensation due under the Act is paid to the injured party by the department or by the contractor. Strict action is taken with regard to injuries sustained whether the worker is employed by the department or by a contractor.

### Indebtedness.

Labour employed directly by the Department is not as a rule indebted. This, however, is not the case with casual labour employed and paid by contractors. This type of labour is employed on piece work and when it is first engaged by a contractor certain advances of wages are paid by him

until the first payment on work done is due. When this advance is deducted from the payment due, in some cases there is a tendency to levy an exorbitant rate of interest. Remedial measures are applied by investigation of the Labour Welfare Officer and by the construction agency as far as the conditions of the contract permit. The procedure, however, according to the Executive Engineer of the Division, has not been very successful and he suggests that the Labour Welfare Officer should have powers to enforce proper conditions.

### CONTRACT LABOUR—(A Brief Survey)

The conditions of contract labour are somewhat peculiar and therefore, a special survey of this labour was made at Sauta Cruz, Bomhay. The minimum conditions of labour welfare are laid down in the Tender Form which practically serves as an Agreement between the contractor and the Department. These conditions refer to hutting, prohibition of child labour, payment of wages, water supply, sanitation etc. It is the duty of the Government Labour Welfare Officer not only to see that the contractors observe all these conditions, but over and above to provide further amenities of welfare to labour through contractors. Most of the complicated problems about this sort of labour arise, because of three factors—

- (1) A large amount of labour is imported from far off places for a temporary but urgent work.
- (2) A vast majority of these people is illiterate, uneducated and poverty stricken, and
- (3) The contract work divides itself further into petty and sub contracts.

#### Nature of the work

A runway for the aeroplanes is being built in Santa Cruz. It is to be 150 ft in width and a few furlongs in length and to be made of cement concrete. The whole area, which will thus come under the runway, has been divided into a number of "slabs" which are to be filled with mortar and cement. The whole work is taken on contract by Messrs. Dhupia & Co., who are thus the main contractors. They give parts of the main contract, which are in this particular case the filling up of some slabs to sub contractors who may further subdivide the contract. For example *muccadams* may be engaged to fill up the slabs, with earth (a kind of work, generally done by a gang of *Vadars*), to water the earth, mortar and cement to work on the cement manufacturing machine, etc. Each *muccadam*, who has under him some workers thus works in the capacity of a petty contractor. The entire contract work in this way turns into a sort of a pyramid, with the main contractor at the top. Below him come the sub contractors and petty contractors, with the entire unskilled labour force at the bottom. This peculiar feature of the contract work creates some curious problems. One of these is that though the main work may be in progress, the petty contracts may show some irregularity. For example, in one case about 600 workers were asked to go back by the petty contractors because of the lack of work. Further enquiries revealed that the main contractors demanded a deposit of Rs. 100 from each of these petty contractors, and the latter, unwilling to furnish it, stopped their work altogether, thus throwing out of employment about 600 workers. Another problem arises as to the incidence of responsibility. In another case one *muccadam*, Gotiram by name, did not pay six of his workers. The facts of the case are that the *muccadam* ran away and when the workers working under him asked the petty contractor who was the employer of Gotiram, he said that he had already paid their wages to Gotiram. The C P W D rightly hold the main contractor responsible for all such mistakes on the part of petty contractor and their workers. However, it is found that the main contractor passes on the penalty to the petty contractors, who may pass it still further. Such difficulties often arise in payment of wages and of compensation.

### Recruitment

Recruitment of labour is perhaps one of the most important problems of contract labour. The usual method is to recruit through a number of intermediaries. A gang of workers, varying from 10 to 50 workers, moves from place to place in search of work. In war time such workers are required for the construction of military works and thus can be easily recruited. They either work as daily paid employees directly under the main contractor, who takes the contract from the C P W D, or as a gang taking a part of the work on contract and working in such cases as employees of a petty contractor who in many cases, may be the leader of their gang. In the works visited in Santa Cruz, the workers were mostly from the Karnatak area and from some of the districts of the Madras Province. Besides an appreciable number of workers were from the adjoining villages mostly *Vadars*. The labour from Karnatak is brought by intermediaries, and here in their case the problem of housing arises most acutely. Almost all the workers are unskilled and are engaged in such work, as digging earth (males), carriers of earth (male and female), carriers of mortar baskets (females) and drawing water (males and females). A few "skilled" workers such as cement mixers, *bhists* (water man) masons, carpenters etc., are also employed. All these are males, and though it is rather unfair to call them skilled workers they must be treated differently from the unskilled workers, who generally do the *bigras* work.

### Wage rates

The average wages are Rs 1.80 for males and As 0.140 to Rs 1.40 for females and children (above 12 years of age). Skilled workers, such as those working on cement get more. These rates are generally the same both for the departmental and contract labour. However the fact the work is subdivided into petty contracts, lends some variation to wages. For example, the main contractor pays to the gang of *Vadars* Rs 2.40 to Rs 3.00 for filling a *baras* with earth. (A *baras* is a plot of land 10 ft  $\times$  10 ft  $\times$  1 ft which after filling with cement is turned into a slab). The variation in the payment for the *baras* is due to the distance from the pit to the slab. It is less than Rs 2.80 if the distance is less than 500 ft and it is more than Rs 2.80 if the distance is more. The payment to the *Vadars* therefore by their gang leader varies accordingly. It was found that the females were paid per day from As 0.12-0 to Rs 1.2-0 and the males were paid from Rs 1.8-0 to Rs 2.0-0. The wages may be on piece rates also. In a day, a *Vadar* couple (husband and wife) can fill up one *baras* and thus may get from Rs 2.4-0 to Rs 3.0-0 the wage thus obtained by the individual may be from Rs 1.2-0 to Rs 1.8-0. The wage rates in Bombay are higher than those in the *mafus*. In Lashkarwadi about 5 miles from Poona the wages per day are Rs 1.00 to Rs 1.80 for males, As 0.9-0 to Re 1.0-0 for females and As 0.8-0 to As 0.12-0 for children. The wages are consolidated and dearness allowance, bonus etc., are not in existence.

### Welfare Activities

The workers have to work on an open wide moor in scorching heat throughout the day. However, arrangements even about water for drinking were quite unsatisfactory. The scarcity of water was felt even for the work of cement mixing, this water was brought by some *bhists* from a well far from the actual place of work. The well, in the afternoon, had water in it only one foot deep but there is adequate water only in the morning which soon gets exhausted and in the afternoon they have to get it through small pails. There is a dispensary in Labour Camp No 1, with a part time doctor (attending from 2 p.m. to 6 p.m.) and a full time compounder. It may be mentioned here that on the day of investigation the doctor had not come even upto 4.30 p.m. On average, there are 22 to 25 cases per day and most of these are of cough and cold. The whole area is very much infested with mosquitoes and the workers pitiously complained that it was impossible for them to get sleep at night.

### Housing Accommodation.

This is perhaps the most important problem in case of contract labour. As laid down in the tender form, the contractor has to provide "hutting" for the workers, with facilities like water urnals latrines, etc. In Santa Cruz there are four labour camps. The origin of Labour Camp No 1 is rather curious. Messra Pilani and Ichaporia, the previous contractor, had not provided the necessary welfare amenities for the welfare of the workers. The Government, therefore, deducted Rs 10,000 from payment to the contractor and built seven rows of huts which are semi permanent in the sense that though they are built of grass and mats, they are fairly a proof against rain and heat. These seven huts have each about 12 tenements and in each tenement about 3-4 persons, usually a family stays. The height of the huts varies from 3½ ft to 9 ft. There is a big well which provides water for all the inmates of the labour camp. However, the well is not well fenced and washing and bathing near it is not uncommon. Labour Camps Nos 2, 3 and 4 are just ad hoc huttinga. The first of these is of grass while the other two are of mats. These huts are of various sizes and shapes. Some of them are cubes of 5 ft × 5 ft × 5 ft while a majority are triangular in shape. Scarcity of water is common in case of all these Camps. A number of workers were without any huts staying with their families on open ground. It was stated that they had only recently arrived from far-off places, but on further enquiries, it was found that some of them were there for about a week, while a set of some families had been in Santa Cruz about a week back, went to another place for work and then returned to Santa Cruz in about four days' time. These workers and their families utilise the shade of some trees, under which they cook and eat, live and sleep.

### CHAPTER V—BANGALORE AVIATION DIVISION

The Bangalore Division, like many of the other Divisions is a war time development and the works under it did not exist before 1939. There are four main works mainly concerned with aviation construction and maintenance. They are at Yelahanka, Kolar at the Hindustan Aircraft Factory and the R D Flying School at Bangalore proper. The employment is very largely temporary in character and as a consequence highly fluctuating, as will be seen below.

#### Employment

Before 1939, as the works did not exist, there was no employment at all. In the year 1942, a large number of workers nearly 10,000 were employed for the construction of runways. In 1943, about 3,000 only were employed. The later figures (for 1944) are shown below which show even a monthly variation on a great scale. Future trends of employment during and after the war are extremely uncertain and no estimates are possible.

TABLE 9

*Average Daily Number of Workers Employed  
(April—December 1944)*

Month	Yelahanka	Kolar	Hindustan Aircraft Factory	R D F school	Total
April 1944	1,800	1,800	500	350	4,450
May	2,400	2,400	600	350	5,650
June	3,000	2,000	1,900	350	250
July	2,500	2,500	1,900	200	7,100
August	1,900	1,900	1,900	250	5,950
September	1,300	1,300	1,300	150	4,050
October	3,100	2,245	775	240	6,450
November	3,310	3,145	1,375	250	8,000
December	3,360	3,715	3,810	250	11,145

Figures of employment under departmental and contract labour classified according to skilled and unskilled categories are given in the table below:—

TABLE 10.

Employment classified according to Skill and Employer (December 1944).

Works	Departmental Labour		Contract Labour		Total
	Skilled	Unskilled	Skilled	Unskilled	
Yelahanka	140	700	470	2,050	3,360
Kolar	85	850	480	2,300	3,715
Hindustan Aircraft Factory	60	600	150	3,000	3,810
R. D. F. School	50	100	30	80	260
Total	335	2,250	1,130	7,430	11,145

No details regarding employment of men, women and children, or of time and piece-rated workers, or of permanent and work-charged men were available. The rights and duties of permanent and work-charged men are the same as in other Divisions, as these have been laid down by Government.

The labour recruited by the Department itself is almost always local, except in the case of certain special types. But contract labour is recruited invariably from outside areas because the contractors rely on headmen who have been associated with them in other works to get the men. The main areas from which contractors have drawn labour in this Division are Coimbatore, Madras and Chingleput Districts, and the Ceded Districts. Certain types of labour are drawn from particular areas, e.g., carpenters from Malabar, earth work labour from Hindupur and quarry workers from the Guntur District. There is a good deal of seasonal migration, labour supply being very difficult to obtain during the agricultural season. Departmental labour is recruited through middlemen, namely, the *mistris*, who are employed to supervise the work of the men. These *mistris* are completely responsible for bringing the labourers, and for seeing that they attend regularly and work properly. The *mistris* are paid their own salaries and there is no commission for supervision. The Department do not advance any money for purposes of recruitment. As payments made by contractors to these *mistris* are on a piece basis, the *mistris* themselves get the workers they need. The contractors advance money to *mistris* for getting labour from outside areas, for railway fares, incidental expenses etc. Contractors have also to provide rations and hutting accommodation for labourers. Sometimes, a commission is paid to the recruiting agents according to output for recruiting done, e.g., Re 1 per unit of earth work.

#### Wages and Earnings

The following table gives a broad idea as to the prevailing wage rates for certain types of casual labour employed in the Division both by the Department and by contractors.—

TABLE 11

Daily Wage Rates of Main Types of Workers (1942-44)

Type of Worker	1942	1944	Increase %
			Rs. as Rs.
Carpenter			
Bricklayer			
Fitter			
Stone Cutter			
Painter			
Smith			
	Rs. as Rs.	Rs. as Rs.	
	1 8 0	2 6 0	66 2/3 %

TABLE II—contd.

Type of Worker	1942	1944	Increase %
	Rs As Ps	Rs As Ps	
Man coolie	0 10 0	1 2 0	80%
Woman coolie	0 6 0	0 10 0	
Boy coolie		to 0 12 0	83 3% (av)
Head coolie	0 6 0	0 10 0	66 6%
Thatcher	0 12 0	1 8 0	100 %
	0 12 0	1 0 0	33 3%

The wage rates are more or less the same for departmental and contract labour. Apart from casual labour the Department has its permanent and work-charged staff. The monthly rates paid to work-charged men can be found in Appendix VII. It will be seen that the monthly rates do not materially differ from the daily rates above of casual labour (converted into monthly rates).

The Department adopts the competitive rates prevalent in the market. Contractors' rates are as stated above also more or less the same as those of the Department, but the contractors adopt the piece-rate system paying the headman a certain amount of money according to the work turned out. It is quite possible that the headman occasionally knocks off a certain part of wages accruing to the labourers at competitive rates so as to enhance his own gains. There is no system of overtime. Even if workers work beyond the scheduled working hours, they are paid at the same rates. Contractors however sometimes pay special rates for rush work. There are no fines (except very rarely) and no fluus funds.

As regards the wage period the departmental labour is mainly on a monthly basis and the payment takes place in their case on the 6th or 7th of the subsequent month. Daily rated labourers are paid once every 10 or 15 days. Contractors pay their labourers once every week mainly on the market day.

#### Working Conditions

The hours of work are generally from 8.30 a.m. to 1 p.m. and 2 p.m. to 6 p.m. with a lunch interval at 1 p.m. This amounts to 8½ hours work per day with a 9½ hours spread over. The working hours, however, are not strictly adhered to in practice and workers often have to work late in the mornings and make it up by working till late hours in the evening. Work is mostly in the open air and so question of lighting, fresh air etc. does not arise. No separate shelters however are provided for rest. Workers go to their own huts nearby or take rest in the open under trees etc. No latrines and urinals are provided. Drinking water is provided either by means of taps or is sometimes brought to the working places in lorries.

#### Welfare Activities

A dispensary is run at each of the four works. A sub-assistant surgeon on Rs 80—100 is in charge with a compounder on Rs 30. The system of medicine is that approved by the Indian Medical Service. There are no occupational diseases but only common ailments and occasional accidents. No canteens are provided for workers but there are some canteens run for the subordinate staff such as overseers. There are neither creches nor facilities for education of children or adults.

#### Housing

The labour employed by the Department being largely local is expected to look after its own housing. Only sheds are constructed and accommoda-

tion is provided for the essential staff of the Department, such as the supervisory staff, lorry drivers, mechanics, etc. Contractors supply building materials to their headmen, who give it to the workers and the latter build their own huts. There are no particular rules regarding the number of huts to be provided. Usually each family is provided with one hut. No rent is charged.

#### Safety Acts, etc

The Workmen's Compensation Act applies. In case of a contractor's worker being involved in an accident the contractor is liable to pay the compensation fixed by law. In 1943, there were two fatal cases. In one case Rs. 750 was paid, the other case is not yet finally disposed of by the Commission.

### CHAPTER VI—KARACHI AVIATION DIVISION

This division was established in January 1942 to supervise the construction of works in Sind and some outlying places in Iran for the armed forces of the United Nations. By February 1945, most of the works had been built and employment had gone down considerably. Accurate figures regarding employment could not be obtained as till August 1944, the contractors, who employed most of the labour, were not required to submit any employment returns. Early in 1944, a Provincial Labour Supply Committee was formed and according to their requirements, employment figures began to be collected by the Division. The position as regards average daily employment in November 1944 was as follows—

- (a) Total number of workers—2,245
- (b) Number of piece rate workers—1,990
- (c) Number of time-rate and salaried workers—255

Of these 2,245 workers the Department employed only 255 men. The rest, i.e., 1,990 workers, (1,280 men and 710 women) were contractors' employees. No children were employed. The number of departmental employees was almost stationary at 255 throughout the year 1944. Nearly all of them were skilled workers like overseers, masons, carpenters, wiremen, plumbers, liftmen, etc. Hardly any unskilled workers were employed by the Department directly. Almost all unskilled workers and also some technical and skilled men were employed by contractors. The following table shows the strength of labour employed by contractors during August December 1944.

TABLE 12  
Contractors' labour (1944)

Month	Men.	Women	Children	Total
August	970	330	120	1,420
September	1,200	600	—	1,800
October	1,265	610	—	1,875
November	1,280	710	—	1,990
December	1,250	182	—	1,432

By February, 1945, the number of contractors' employees had fallen to about 1,000. The details of average daily employment in some of the sub-divisions are given below —

TABLE 13

*Average daily Employment in the Korang Sub division (B.A.F Sea-Plane Base)*

Month	Departmental				Contractors'				Total.	
	Skilled		Unskilled		Skilled		Unskilled			
	Men	women	Men	Women	Men	Women	Men	women		
September, 1944	20		112	32	10		23		197	
October, 1944	20		25	17	15		111	10	248	
November, 1944	20		45		70		60	47	242	
December 1944	20		49		70		168	70	377	
January, 1945	20		47		65		105	60	297	
February, 1945	20		52		60		155	60	347	

In the Mislir Sub division when residential quarters for the armed forces were being built, 135 workers were employed by the contractor, all on a time-rate basis. Of these 105 were men (30 skilled and 75 unskilled) and 30 women (all unskilled). At Karachi Airport the contractor employed 250 workers of whom 150 were men and 100 women. There was hardly any information about contract labour in the office of the Executive Engineer. The information about departmental labour itself was scanty. Thus there were no records of the length of service of the operatives, absenteeism and turnover of labour. It was however, stated that absenteeism was low amongst the work-charged staff. Unskilled workers, mostly contractors' employees, migrate to agriculture in sowing and harvesting seasons. There are no "standing orders" governing the relationship of employers and employees except of course, the Government Servants' Conduct Rules which apply to the departmental employees.

#### Recruitment and Sources

Superior technical posts are advertised and recruitment made from amongst the applicants. Other skilled workers, workcharged or casual, are recruited through the employees. Contractors recruit labour through *jamadars* who are whole time employees. No commission as such is paid to them for the work done. As the places of construction are at considerable distances from Karachi proper (15 to 20 miles) a large number of workers have to be transported on lorries from and to Karachi. All skilled workers whether departmental or contractors, live in Karachi. Sometimes unskilled coolies are recruited from the villages nearby and in that case it is not necessary to make any arrangements for conveyance. Where conveyance is provided it is free. It was stated by the Sub-Divisional Officers in the Division that it had been impossible to recruit efficient workers on the wages sanctioned by the C P W D, because the contractors offered much higher wages. As regards the sources of labour it was found that an overwhelming majority of masons and brick layers were *Meghwars* from the Udaipur State. Skilled workers such as plumbers, wire men, overseers, came from the Punjab. Unskilled workers were for the most part *Marwaris*. A large number of *Makrani*s also were employed as coolies and they form quite 30 per cent of the total labour force. The Sub-Divisional Officers and the Departmental overseers are expected not only to supervise the construction work but also to keep a watch over the activities of the contractors *vis a vis* their labour. In practice however there is not much supervision over the contractors so far as labour matters are concerned. For instance, under clause 21 of the Conditions of Contract sub-letting of work is illegal unless specifically permitted by the Divisional Officer. Cases came to our

notice where the contractor had employed petty contractors without the required written permission. The fact that generally no cognizance is taken of the fact is serious from the standpoint of labour. In one case a sub contractor employed 200 workers and after working for 10 days fell out with the contractor on some issue. The contractor refused to make any payments to the subcontractor and the latter in his turn made no payment to the workers. What happened ultimately is not known and is not of much consequence either. There can be no doubt that occasions like these must put the daily wage earner to unnecessary and avoidable hardships.

#### Wages and Earnings

Wages of the regular as well as work-charged staff are fixed by the Department centrally but those of casual labour are fixed according to the rates commonly paid in the locality. Regular and work charged staff are salaried employees and are entitled to a dearness allowance and 20 days leave with pay. Wages paid to the daily wage earners are inclusive of all allowances. The rates of wages and salaries paid to the workers are given below.

TABLE 14

#### Salaries of Departmental Workers paid in the Central Sub Division

	1942	1943	1944	Feb 1945
Overseer*	Rs A P (i) 70 0 0 (ii) 150 0 0	Rs A P 77 0 0 157 0 0	Rs A P 84 0 0 154 0 0	Rs A P 84 0 0 164 0 0
Mistry*	50 0 0 (i) 70 0 0 (ii) 60 0 0	67 0 0 77 0 0 67 0 0	64 0 0 84 0 0 74 0 0	64 0 0 84 0 0 74 0 0
Mason*	60 0 0 (i) 60 0 0 (ii) 60 0 0	67 0 0 67 0 0 67 0 0	64 0 0 74 0 0 74 0 0	64 0 0 74 0 0 74 0 0
Carpenter*	50 0 0 (i) 60 0 0 (ii) 60 0 0	67 0 0 67 0 0 67 0 0	64 0 0 74 0 0 74 0 0	64 0 0 74 0 0 74 0 0
Wireman	40 0 0	47 0 0	54 0 0	54 0 0
Plumber Mistry	60 0 0	67 0 0	74 0 0	74 0 0
Chowkidar	18 0 0	23 0 0	20 0 0	29 0 0
Male coolie	20 0 0	25 0 0	31 0 0	31 0 0
	to	to	to	to
	25 0 0	30 0 0	36 0 0	36 0 0
Boy coolie	18 0 0	23 0 0	29 0 0	29 0 0

\*There are only 2 men employed under this category

TABLE 15

#### Wages paid in the Korangi Sub Division

	July, 1944		March 1945	
	Departmental 1	Contractors 2	Departmental 3	Contractors 4
Overseer*	Rs A P (i) 70 0 0 (ii) 120 0 0 (iii) 150 0 0	Rs A P 80 0 0 120 0 0 150 0 0	Rs A P 80 0 0 150 0 0	Rs A P 80 0 0 150 0 0
Mistry**	50 0 0 (i) 70 0 0 (ii) 60 0 0	60 0 0 70 0 0 Rs 4 to 5 per day	60 0 0 70 0 0 Rs 4 to 5 per day	60 0 0 70 0 0 Rs 4 to 5 per day
Mason	60 0 0	Rs 4 to 5 per day	60 0 0 or 3 0 0	Rs 4 to 5 per day
Carpenter	60 0 0 Rs 4 per day	*	60 0 0 or 3 0 0	Rs 4 to 5 per day
Plumber mistry	60 0 0	*	60 0 0 or 3 0 0	Rs 4 to 5 per day
Mukadam	30 0 0	*	30 0 0	30 0 0

\*There were 3 men in this category, in each case

\*\*There were 2 men in this category, in each case.

	1	2	3	4
Chowkidar	27 0 0	Rs 2 per day	27 0 0	Rs 2 per day
Painter	3 0 0	Rs 3 per day	3 0 0	Rs 3 per day
Male coolie	1 4 0	1 8 0	1 8 0	2 4 0
			work charged get	
Female coolie	1 0 0	1 4 0	27 0 0	1 4 0
			1 0 0	to
Bhisty		2 8 0		1 8 0
		p d to		2 8 0
		3 0 0		3 0 0
Sweeper	0 0 0		27 0 0	
Blastmen		5 4 0		5 0 0
Boy coolie		p d		p d
		1 4 0		1 4 0
		to		to
		1 8 0		1 8 0
Driver		p d		p d
		75 0 0		75 0 0
		to		to
Cleaner		125 0 0		125 0 0
		40 0 0		40 0 0

The dearness allowance paid in this sub-division is Rs 9 p.m. to those getting Rs 39 p.m. and below and Rs 12 p.m. to those getting from Rs 40 to Rs 100 per month. In the latter case the corresponding dearness allowance rate in Karachi proper is Rs 14 p.m. This disparity would seem to be unjustified in view of the fact that nearly all the workers live in Karachi City.

#### Overtime, etc

No registers for recording overtime are maintained. It was stated that for overtime work workers were paid at 1 1/2 times the normal rates. Departmental labour is not employed beyond the scheduled hours of work but the case is different with contractors. Often when the period of contract is about to expire they work two or three hours' overtime every day. In such cases they pay the workers wages for extra work the same day. Hence they do not maintain any records. No deductions are made from the wages nor are any fines imposed by the contractors. As for the work charged staff it was stated that fines ranging from As 4 to Re 1 were imposed only in case of recurring negligence of duty. The period of wage payment in the case of contractor's labour is one week wages being paid two days after they fall due. For departmental labour the period is one calendar month and payments are made by the 7th of the month following.

#### Holidays

Contractors' labour is granted holiday on Sundays and important festivals but no payment is made for these days. Work charged labour employed by the Department gets Sundays off with pay and is entitled to 20 days' casual leave with pay in the course of one year. They also get 5 communal and 3 common Government holidays.

#### Working Conditions

The problems of lighting, ventilation and congestion do not arise in the case of C P W D labour as it is employed in open localities and work is confined to day time. If in cases of emergency labour is employed at night, suitable lighting arrangements are made. The hours of work for work-charged

staff are 9, i.e., from 9 a.m. to 6 p.m. with an hour's rest between 1 and 2 p.m. The scheduled hours of work for contractors' labour also are 9 from 9.30 a.m. to 6.30 p.m. with an hour's rest interval. In practice, however, workers are picked up at Karachi at 7 a.m. and conveyed to the site in an hour's time. Work is started at 8.15 a.m. and goes on till 7 p.m. with a break at 1 p.m. for an hour or so. It seems that the Departmental officers do not object to this practice, possibly because they are not required by the Department to do so and also because they are enthusiastic only about getting the building constructed in as short a time as possible! In none of the centres visited had any shelters been built. Sometimes the building under construction itself provides shelters to workers.

### Welfare Activities

Sanitary arrangements were found to be inadequate at all places and deplorable at some. Small enclosures (4 ft  $\times$  4 ft) with mat cum bamboo walls and raised seats served as latrines. These were at the disposal of both the day and housed workers. At one site only, four seats had been built for the use of 105 workers. No separate urinals had been built at any place and workers were expected to go to the open spaces. Water supply was adequate everywhere and workers had no difficulty about drinking, washing and bathing. It was, however, surprising that nowhere had any arrangements been made for medical aid in case of sickness or accident. It was stated by the Executive Engineer of the Division that in the case of big works outside Karachi, the Department provided a regular dispensary in the charge of a qualified Doctor and compounder. As far as could be ascertained, however, only one Doctor had been employed by the Department on Rs 120 per mensem. Even his services had been dispensed with at the time of the survey although at one or two sites over 200 workers were still working. At the American Airport the military hospital did provide outdoor treatment to workers but elsewhere no such facilities were available. The contractors made no arrangements at all for medical aid, not even first aid. It was stated that as Government dispensaries provided sufficient facilities there was no necessity to provide any dispensary or hospital arrangements at sites within the Karachi municipal area. The general health of the workers, however, was found to be above par and the only disease prevalent to any extent among them was malaria. No grain shops or canteens were found anywhere except for a small tea stall at one place where the contractor supplied tea to his employees at the rate of 1 anna per cup. Workers had become addicted to tea and each one of them consumed at least four cups per day! Cooked vegetables were also sold to the workers who brought chapatis from the town. No arrangements had been made anywhere for the education of adult workers and their children nor had any creches for the benefit of women workers been built.

### Housing Accommodation

Almost all skilled workers are, as stated before, conveyed from Karachi proper to the sites on lorries and hence no housing arrangements are made for them. Unskilled workers are provided housing accommodation on the sites free of rent. Four persons were usually housed in a room 10 ft  $\times$  12 ft. The housing accommodation provided consisted entirely of mat and bamboo huts except at one place where pucca single-room tenements built for hearers of military officers had been temporarily made over to the coolies. No rents were charged for these also. No latrines apart from those for the general use had been built anywhere. Food was cooked by the workers inside their huts and this was dangerous in view of the fact that all the huts were made of inflammable material.

### Miscellaneous

The employment figures in the Division have shown wide fluctuations since the establishment of the Division in January, 1942. Strangely enough no records of employment were maintained and hence it is not possible to give any details. It was, however, stated that in the middle of 1943 employment had gone up to about 6,000. Because of the very casual tenure of the contractors' workers, it has not been possible for them to form a trade union. In some other C P W D Divisions there was some employment even before the commencement of the war which formed the nucleus in the war years and built up some sort of an organisation among workers. In this Division, however, workers were recruited only for the construction of defence works and were dismissed as soon as the works were completed. In the absence of such a union the interests of the workers obviously suffer. For instance, although the Workmen's Compensation Act applies to C P W D labour, no cases came to notice where compensation had been paid. Workers were not found to be indebted and many of those who were indebted earlier had been able to scale down their debts appreciably. After the cessation of hostilities, it is anticipated that the construction of original works will be stopped. Consequently, there will be heavy reductions in the employment of labour. It is expected that labour on a very small scale will be needed for maintenance purposes. It may, however, be pointed out that at present the C P W D are constructing works for and on behalf of the military authorities. After the war it will depend upon those authorities to decide whether they themselves or the C P W D would be required to maintain the works. The Military Engineering Service will have a lot of personnel at their disposal after the cessation of hostilities and they might like to employ war service men for the maintenance jobs. Nothing definite can therefore be said about future employment in the C P W D here as elsewhere.

## CHAPTER VII—DELHI

### (Services Division and Construction Division I)

At Delhi investigation was carried out in two Divisions—the Services Division and Construction Division I. The former Division caters for the Chief Commissioner's Province of Delhi and as the P W D of that Province looks after work in Old Delhi and its outskirts. The latter Division is concerned with the construction and maintenance of Central Government offices and of residential quarters of Officers and staff in New Delhi. At the time of investigation (late 1944) a large amount of construction was going on in the Lodi Road area for which labour was settled in a special colony in that area. Labour had also been settled in a big colony near the Purana Kila (Old Fort of Delhi). The workers are known as *baghris* and are drawn mainly from Rajputana area although some of them come from as far as Rawalpindi, Robtak, Nowshera and Kashmir. Contract labour is also drawn to a considerable extent from the neighbouring villages. Nearly 25 per cent of the labour force is stable and 75 per cent migratory.

#### Employment

Employment in the Delhi area has been a fluctuating one from year to year and the range of a fluctuation has been between 5,000 and 30,000. During the construction of aerodromes especially employment had expanded very greatly. As elsewhere there are four categories of workers—(a) Permanent, (b) Temporary, (c) Work chargers and (d) Contract labour. A large majority of workers are work charged and contractors' labour and the fluctuations have been mainly in these categories. In August 1934 and at the beginning

of 1944, in the Construction Division, the figures for employment were as under —

TABLE 16

*Average Daily Employment in Construction Division I during 1939 and 1944*

Categories.	January 1939	January 1944
(a) Supervisory Staff— S D O's	2	5
Subordinates	9	37
(b) Clerical and others— Clerks	15	81
Mistries		78
Peons	11	14
Dastry	1	1
(c) Workers (Including Contractors' workers)	(a)	15 641

(a) No figures supplied

Figures for the Services Division were not available in the same form as above, and those supplied were so confused that it is useless to reproduce them. Broadly, it appears that in January 1944, there were 1 800 workers employed in the Division of whom 400 were time workers getting monthly wages.

The main types of workers here as in other Civil divisions are electricians, plumbers, sanitary fitters sweepers, and liftmen under the C P W D, while under the contractors there are masons, carpenters, stone-breakers, bhustis (water men), coolies and expert stone-forgers. Contractors' labour is engaged through chowdharies. The chain of supervision is like this: Contractor, munshi, chowdharies, workers. The chowdharies are active supervisors and foremen on the spot. The munshi is the paymaster. The real power so far as contract labour is concerned is in the hands of chowdharies, who are in charge of recruitment and dismissals. Insecurity of employment is the greatest difficulty in the case of the contractors' labour which is a floating mass, moving from place to place according to the availability of work. The alternative employment, of course, in the case of most workers, consists of agricultural operations, but, in the first place these are only seasonal, and secondly, the work available is of an intermittent nature and there are long spells of unemployment. The war and incidental expenditure on governmental construction has no doubt brought about a temporary relief from misery to these workers, but the future of such employment is in doubt at the moment. It was stated by the officials that if public works are reduced to the pre war scale the employment would go down to 25 per cent to its war time strength. Provision of alternative employment is, therefore, an urgent problem.

Regarding the status of departmental labour, there has been considerable agitation by the C P W D Workers' Union of Delhi, who have demanded permanent status for the so-called "temporary" workers. It appears that in this connection, during the last 2 or 3 years, a number of meetings have taken place between representatives of the Union and of the Labour Department, but little has been done so far. Electricians mostly and many others have no permanent status. It was stated by workers that some electricians working since 1912 have not yet been made permanent! Allegations were made that the subordinate officers did not want the men to become permanent, because that way they could maintain their patronage bringing their own men as substitutes as opportunities arose. Worse still, it was alleged that overseers were in the habit of demanding tips from *males* and that if tips were not paid, they were dismissed. It is impossible to verify the truth of such allegations,

but there is no doubt that the system of maintaining large numbers of temporary men without a right to jobs must necessarily provide scope for corruption and jobbery

### Wages and Earnings

The wage rates in recent years for different categories of workers in Construction Division were as shown in the following table —

TABLE 17  
Rates of Wages during 1939-44.

Item No	Category of Worker	Rate for 1939 to 1942	Rate for 1943	Rate for 1944
1	Bandhan	1 0 0 p d	1 8 0 p d	2 8 0 p d
2	Bhushi	0 2 0 ..	1 0 0 ..	1 12 0 ..
3	Blacksmith	1 8 0 ..	2 0 0 ..	3 0 0 ..
4	(a) Ordinary Brick layer	1 0 0 ..	1 12 0 ..	2 4 0 ..
	(b) High Class Brick layer	1 8 0 ..	2 0 0 ..	2 8 0 ..
5	(a) Carpenters (Ordinary)	1 4 0 ..	2 0 0 ..	2 8 0 ..
	(b) Carpenters (High Class)	1 8 0 ..	2 4 0 ..	3 0 0 ..
		to ..	..	..
6	Cookes—(a) Men (Beldars)	0 7 0 ..	0 12 0 ..	1 4 0 ..
	(b) Women	0 5 0 ..	0 9 0 ..	1 0 0 ..
	(c) Boy	0 3 0 ..	0 7 0 ..	0 12 0 ..
7	Fitter—(a) Ordinary	1 0 0 ..	1 12 0 ..	2 4 0 ..
	(b) High class	1 8 0 ..	2 0 0 ..	3 8 0 ..
8	Masons for stone work—(a) Ordinary	1 4 0 ..	1 12 0 ..	2 4 0 ..
	(b) High Class	1 8 0 ..	2 0 0 ..	2 8 0 ..
9	Mates	18 0 0 p.m	30 0 0 p.m	60 0 0 p.m
10	Mistry	40 0 0 ..	2 0 0 p.d	3 0 0 p.d
		to ..	..	..
11	Manshi	45 0 0 ..	25 0 0 ..	40 0 0 p.m
		to ..	..	80 0 0 p.m
12	Painter	30 0 0 ..	1 4 0 p.d	1 12 0 p.d
		1 4 0 p.d	1 12 0 p.d	2 4 0 p.d

It will be seen from the above that broadly speaking, the wage rates have gone up by about 100 per cent between 1939 and 1944 although the changes effected were somewhat delayed up to 1942. The work is everywhere time work and hence no piece rates are in vogue. As regards the Services Division, it was stated that "no records are available" and hence no figures were supplied to the Committee. It was broadly indicated that during war time wages had gone up from Re 1 per day to Rs 3 per day and that contract labour received the same wages as departmental labour. For departmental labour, wages were governed by recent orders from time to time. Wages are paid to such labour usually within 6 days of the end of the month. The labourers however, complained in some cases that the distribution of wages was often delayed unduly by contractors. The Payment of Wages Act does not apply to either departmental or contract labour. As regards holidays with pay, this is in accordance with the Government of India's orders.

### Working Conditions

In Construction Division I there is only one shift for all departmental workers from 9 A.M. to 5.30 P.M. with a break of 1 hour. In the Services Division likewise there is only one shift—9 A.M. to 6 P.M.—with a 2 hours' rest interval for lunch. Thus the total spreadover in the former Division is 8½ hours, while it is 9 hours in the latter. There are no shelters provided for use during the rest intervals and the works are in the open. Workers take their mid day snack with them and usually spread out in the open. Large numbers

of workers especially those employed by contractors and those who live in neighbouring villages have to walk several miles every morning and late in the evening. Thus to be on the work spot in time most workers have to get up as early as 5 or 6 A.M. and rush for work on foot mainly (or on bicycles only in the case of skilled workers). Needless to say for this reason as well as owing to difficulties of getting water early the women folk have to be up and doing even earlier so as to cook the mid day food for their husbands.

### Welfare Activities

Generally speaking, welfare activities are not up to the mark. At the Lodi Road Works for the benefit of both departmental and contract labour the C.P.W.D. have opened a very good canteen but it appears that the low paid labourers did not patronise it as they found it rather costly and that they preferred to cook their own food. There is also a Dispensary where excellent arrangements have been made for treatment of sick or injured workers. The attendance at the Dispensary was substantial at the time of investigation the cases being mostly of wounds, ulcers and abscesses, malaria and cholera. There is also a ration shop the prices being the same as in other ration shops in the municipal area, but it was stated that the workers preferred to purchase in the neighbouring villages where prices happened to be much lower. The things that are not there are however more numerous and the workers stated that the Lodi Road welfare activities were merely a show and that conditions elsewhere were very bad. As regards sanitary facilities latrines and lavatories were separately provided at the works for men and women. These were necessarily of a temporary character. The structure generally adopted was of the open pan type with walling in burnt bricks with mud mortar but cement plaster inside and flooring of cement concrete. But there were no doors and hence no privacy.

The Land and Development Office (under the Chief Commissioner Delhi) administers all land in the Raisina Estate. Ground rent is charged from the Contractor at the rate of As 4 per thousand square feet per mensem. This rent is recovered by the Land and Development Officer. Sites at Purna Kila and Lodi Road have been set aside for the pitching of temporary cooly camps, and the L & D O on behalf of the Chief Commissioner leases plots on temporary leases to the C.P.W.D. Contractors for their cooly camps. The New Delhi Municipal Committee is responsible for the issue of licenses for the establishment of such camps in the municipal area, and also for health and sanitation of such camps. The New Delhi Municipal Committee has certain rules which are incorporated in the licenses. A Contractor before establishing a cooly camp has therefore to obtain a license from the N.D.M.C. for maintaining a camp and also to execute a temporary lease with the L & D O for occupation of the land.

The N.D.M.C. makes the following stipulations —

1. That the layout of the camp prescribed by the Land and Development Officer is strictly adhered to.
2. That the camp is provided with adequate water supply for drinking purposes. Filtered water is to be provided by the Contractor at his own expense at the rate of one tap per 200 persons.
3. That all necessary and satisfactory arrangements are made for providing latrines etc. and all instructions from the Health Officer regarding sanitary arrangements are properly and promptly carried out. The Contractor has to provide a dry system latrine at 5 per cent of the population complete in all respects and sweepers are engaged 1 per cent by the N.D.M.C. in the interest of work the cost is borne by the Contractor.

4 That the expenditure on the staff engaged by the Health Officer and other sanitary arrangements and water supply charges are paid regularly on demand from the Health Officer or from the Municipal Office

5. That adequate arrangement is made for supply of water to extinguish fire in case of emergency

6 That the cooly camp is removed and the site properly cleared and restored to its original condition after the completion of the work for which the camp was erected

#### Housing

The Contractors provide hutting materials for the workers to build the huts themselves. Two colonies of this type—one at Lodi Road and the other at Purana Kila—were visited by us. At the Lodi Road works a large army of about 15,000 unskilled workers—mainly contract labour—was employed. Nearby a colony had been established with temporary housing, sanitation and water supply. While however the sanitary arrangements were good, the housing was quite unsatisfactory. The temporary huts were of *sarki* or grass thatching 4½ feet in height and 7 ft × 8 ft or 7 ft × 10 ft in area. In these families of 5 to 9 persons (including men, women and children) lived. There was no protection from rain, heat or cold. No rent was charged either for the ground or for the material. Combined urinals and latrines separate for males and females were provided at the rate of 3 per 100 persons at a distance of half a furlong or so from the hutting water taps were also common at central places in the colony. It was stated however that at both places crowding took place in the mornings and the men and women had to wait in queues. The position at Purana Kila Colony was much inferior. The colony is a conglomeration of sub-colonies for different groups of workers under different contractors. Some of these are long established and some new. In the better types of huts rent is charged at from Re 1 to Rs 180 per month. The houses consist of *sarki* thatchings sometimes mixed with mud and are of the same dimensions mostly as those at Lodi Road though there appeared to be less congestion here. However the sanitation is much worse. Latrines are indeed provided but they consist of rows of uncovered walls without lime just arranged in heaps. In one sub-colony there were 22 seats for 700 persons in another 62 seats for 550 persons. There were only 2 water taps for 300 houses in one sub-colony. In another for nearly the same number of houses there were 3 taps and one well also. Food shops are allowed in this colony for labourers and periodical visits are paid by the Municipal Health Officer and his assistants to ensure food supply at reasonable rates. A municipal dispensary also has been established and this is in charge of a qualified doctor. Finally a municipal health visitor pays periodical visits to look after the health of expectant mothers and to conduct cases.

#### Trade Unions

There is a registered union called the Central P.W.D. Workers Union which has been functioning for about 9 years. The membership of this was originally confined to the staff employed by the C.P.W.D. for maintaining the electric and other fittings of Government buildings. But later on all employees engaged on maintenance of buildings, gardens, sewers etc. were admitted. The Union does not admit contractors' labour. Strikes have been rare and during war were prohibited under the D.I.R. Apart from this one strike was put down with the help of police and the Union's representatives stated that the workers were too 'terrorised' to go in for any more strikes. As regards contractors it was stated that there could be no check on them as some are Honorary Magistrates and can summon and fine any recalcitrant workers. Serious allegations were made that their relations the police were

easy and that, as a consequence, the workers were under the complete control of their *munshis* and *chowdharies*.

### Enforcement of Labour Acts

It was stated by Union leaders that the Workmen's Compensation Act had been a "gross failure", so far as contractors were concerned. In some few cases, of course, compensation had been paid to workers who had fallen from the roof while working. Ordinarily, however, they went to court the very next day and in the court a bond was written embodying a so called "compromise". In a few cases compensation was paid by contractor through the C P W D.

## CHAPTER VIII—SIMLA CENTRAL DIVISION

This is a small Division catering for the Simla hill station where construction and maintenance of Government offices and quarters for officers and staff are entrusted to it. Its date of establishment is not known but it must be very old, probably as old as the official hill station itself. In former years, only a small portion of the Government of India Secretariat used to make its annual exodus to Simla during the summer months, but in recent years a considerable section of the Secretariat and attached offices has been permanently located in Simla. Due to various reasons of which the recent War has been an important one, the needs for official accommodation in Simla have grown and as a consequence a large amount of construction has taken place. As elsewhere, however this is mainly entrusted to contractors whose labour is derived from the hill areas including Kashmir and Tibet.

### Employment

The total departmental employment in this Division towards the end of 1944 was 304. The departmental workers are classified, here as elsewhere, as (i) Permanent, (ii) Temporary, and (iii) Work-charged. The three classes constitute respectively 5, 9 and 76 per cent of the total number employed by the Department. Permanent workers can retire on pensions, temporary workers are entitled to leave and allowances under the Fundamental Rules, while the work-charged men get casual leave up to 20 days in the year, as elsewhere. The figures for length of service of operatives were available, which show that 128 of the men had less than 1 year's service to their credit, 87 men between 1 and 5 years, 21 men between 5 and 10, and 68 men above 10 years. As elsewhere, temporary and work-charged men can be removed from service without notice at the discretion of the Executive Engineer. Even if a worker had served for years, he has no security of employment. It was alleged by workers that while in the Viceregal Estates Sub-Division of this Division, wages were paid and promotion granted according to a time scale, in the Simla Central Division proper, promotion depended upon the merit of the worker and the discretion of the officers. If the grade, moreover, is Rs 60—80 it is left to the discretion of the officers to decide the increments, which might be Rs 3, or 2 or 1. In some cases, according to them there were no grades at all and an instance was mentioned of a carpenter (work charged), who was earning the same pay of Rs 82 for nearly 19 years.

### Wages and Earnings.

There are two scales of pay current in the Division the old and the new. Persons who have been in continuous service in the work charged establishment from a date prior to the 16th July 1931 are entitled to the old rates of pay, while those who enter or have entered or are or have been re-employed in Government service in the work-charged establishment on or after the 16th July 1931, are entitled to the new rates. Apart from this, there are personal

rates of pay depending upon the efficiency and experience of particular persons who continue to draw their existing pay. The following table will show the types of workers engaged and their scales of pay, both old and new — \$

TABLE 18  
Standard Rates of Pay for Old and New Entrants

Category	Old Entrants		New Entrants	
	Min	Max	Min	Max
1 Carpenter Mistry	(Rs.)	(Rs.)	(Rs.)	(Rs.)
2 Mates	50	70	45	55
3 Mason Mistry	20	30	18	30
4 Electrical Mistry	30	65	30	50
5 Wiremen	40	70	30	60
6 Blacksmith	25	40	25	45
7 Coolies	40	60	35	60
8 Bhauties	14	22	14	20
9 Khalasis	14	20	14	20
10 Chowkidars	15	20	15	20
11 Mails	14	20	14	18
12 Plumber Mistry	16	20	16	20
13 Cleaners (Chimney and drain cleaners)	40	60	35	60
14 Bearers	17	25	16	22
15 Upholsterers	20	30	20	30
16 Liftman	40	60	35	60
17 Sweeper	14 (fixed)		14 (fixed)	
18 Hot water man	14	17	14	17
19 P W D Clerk	50	90	50	90

Apart from the basic wage rates dearness allowances are being paid also. Till recently the rates were Rs 11 per month for men getting up to Rs 40 and Rs 14 for those getting more than Rs 40 as pay. Now the rates are raised Rs 16 for those getting Rs 40 or less, Rs 18 for those getting more than Rs 40 but less than Rs 100, and 17½ per cent of the wages or salaries for all those getting Rs 100 or more. The C P W D workers were declared to be not entitled to 'kit allowance' for winter and rain clothing, although other Government servants are paid this at the rate of Rs 50 for winter and Rs 30 for the rainy season every year. The theory on which this 'kit allowance' was disallowed in the case of C P W D workers is stated to be that the Simla Division is a pre-war office in Simla, and, therefore, its men must be regarded as accustomed to the Simla weather! Since 1st May 1945, a Provident Fund has been constituted for the work charged men, and for the departmental workers there is provision of both Provident Fund and Pensions under the usual Government rules.

#### Working Conditions and Welfare Activities

Work people attend to work by day only, while chowkidars in offices come to duty in turn for 6 hours by day and 4 hours during nights. There are no shifts. Questions of ventilation, etc., do not arise, as the workers work mostly in the open and in scattered places. No shelters are provided, nor do any seem to be necessary. As regards welfare activities there have been no special arrangements so far, but recently a Labour Welfare Committee has been constituted at the instance of the Labour Department to attend to the workers' welfare. The Committee is an elected body and represents the various trades in the Division. It forms a good forum for ventilating grievances of the workers. The Committee has made several useful suggestions to the Labour Department including the following (1) that free medical aid should be provided to workers of the C P W D at the local Ripon

Hospital, (ii) that free housing should be provided to all work charged drawing less than Rs 60 p m on the same lines as permanent men, who get either free housing or house rent, and that until houses are built house rent should be paid to them at a standard rate, (iii) that free education should be made available to the children of low paid workers, getting less than Rs 30 per month and at half charges to those of workers getting between Rs 30 and Rs 69, (iv) that cheap rations of *atta* and coal should be available to all workers of the C P W D, and (v) that there should be an Insurance Fund for Welfare with contributions from workers and Government

### Housing

Only ' essentials (*i.e.*, permanent and temporary) are provided with free quarters and if no quarters are available, they get Rs 3-8-0 as compensation. As regards work charged men no housing accommodation is provided except on the Viceregal Estate, where about 200 to 300 quarters are spread out around the Viceregal Lodge. The work charged men are given these quarters for temporary use only, when the Viceregal staff is in station, the workers have to vacate them if necessary. There is no rent charged. The accommodation here is 12 ft  $\times$  10 ft, or 8 ft  $\times$  10 ft or 10 ft  $\times$  10 ft (with attached space 4 ft  $\times$  4 ft for kitchen). In some quarters there are kitchens, others not. Whole families live in these small tenements and sometimes there is much congestion 8 or 10 persons living in one tenement. Apparently, there can be no privacy for workers in such houses. There is no distinction either according to needs or pay. Sanitary arrangements in these quarters are good and water is supplied through taps. For work charged men outside the Viceregal Estate Sub Division, there is no housing accommodation. During war time especially, there has been great congestion in Simla and many workers have had to pay large amounts as rent. The case for either building houses or paying house rent to work charged men is strong. The suggestion of the Labour Welfare Committee, to which reference has been made in the previous paragraph, is worth serious consideration of the Labour Department.

### Working of Labour Acts

Allegations were made that compensation for accidents was not readily available except in the case of work charged men in the Viceregal Estate Sub Division. It was further stated that absence due to accidents is actually deducted from the leave account and if it is in excess of the leave account, the men do not even get their wages for such days.

### Trade Unions

There is a Union of work charged men called the Union of Central and Viceregal Estate and P W D labour. This is not yet registered or recognised by the Labour Department. The membership is about 200. It is understood that recently the contractors' labourers have also formed a Union of their own. Recognition of these Unions is necessary and desirable, as this will encourage healthy unionism and strengthen the position of these unskilled workers.

### Conclusions

To sum up as elsewhere so in Simla, the position of the work charged men seems to be extremely unsatisfactory, and even if these men go on working for several years, they are not entitled to any privileges accorded to permanent men. There should be no difficulty in according these privileges to work charged men at least in the case of (a) those who have worked for a certain period say, 2 or 5 years, (b) those engaged on a monthly basis, though *not* perhaps in the case of (c) workers engaged on a daily basis. The plight of

contract labour is still more pitiable. Workers come from Tibet and Kashmir for such work, and they are nowhere on the map of labour legislation or labour welfare. Theirs is an unknown and nnenviable lot and they seem to be born for an existence of plodding slavery.

## CHAPTER IX.—SUMMARY AND CONCLUSIONS

### Employment

The C P W D is in the charge of the Labour Department of the Government of India, and undertakes construction work of all kinds on its behalf. The employment under the C P W D has been a highly fluctuating one, depending upon the nature and extent of the works programmes in different centres and areas. It may be estimated that the total number of workers employed throughout India directly and indirectly amounted to 1½ lakhs in 1944. Contract labour predominates at all centres, and the employment of women and children is also not uncommon. There are three main categories of labour serving directly under the department, viz., permanent, temporary and work charged. Their conditions of employment are subject to Government rules and notifications. Generally speaking, work charged men who predominate numerically, have the least privileges or rights, while the permanent men, who are very few, are the most favourably situated in this regard.

### Wages and Earnings

Generally the wage rates are fixed, depending on the prevalent rates in the areas and are comparable with those under the Provincial P W D. At most of the places, the rates have gone up since 1939 and consequently the earnings of C P W D work-charged and contractors' workers have also risen considerably. Dearness allowances have also been paid. Contract rates do not materially differ from the departmental wage rates, and at one or two places were found to be higher than the latter, this however, is a temporary situation caused by the war. The following table shows the range of wage rates and earnings of skilled, semi-skilled and unskilled workers —

TABLE 19  
Range of Wage Rates under C P W D

Division	Range of Wages and Earnings		Remarks
	Skilled	Semi skilled and unskilled	
Bengal C P W D	Rs 1 to Rs 2 12 0 per day	Rs 0 7 5 to Rs 0 9 6 per day	Plus D A
Eastern Aviation Division	Rs 50 to Rs 78 per month	Rs 22 to Rs 30 per month	Gross earnings
Bombay Aviation Division	Rs 1 14 0 to Rs 3 9 0 per day	Rs 1 to Rs 2 2 0 per day	Do
Rangalore Aviation Division	Rs 2 8 0 per day	Rs 0 10 0 to Rs 1 8 0 per day	Do
Karachi Aviation Division	Rs 54 to Rs 164 per month	Rs 29 to Rs 36 per month	Plus D A
Delhi Divisions	Rs 2 8 0 to Rs 3 per day	Rs 0 12 0 to Rs 2 8 0 per day	Gross earnings
Simla Central Division	Rs 30 to Rs 90 per month	Rs 14 to Rs 20 per month	Plus D A

### Working Conditions

Working conditions generally are poor. Workers have to work in sun heat and rain. Rest sheds are not provided. Arrangements for drinking

water are not quite satisfactory. Single shifts are worked everywhere except in the A R P Section in the Calcutta Division during war time. The working hours are generally 8 but at some places they are 9. Urinals and latrines are conspicuously absent at the work place.

### Welfare Activities and Housing

Dispensaries are provided at all the places but at some places doctors are engaged for half time only. Cheap grain shops are provided in the Calcutta Division while canteens also are available in some divisions, e.g. at Karachi and Delhi. The former was patronised by low paid workers to some extent, but the latter appeared to be too costly for them. Supervisory staff of the Government of India is generally housed free of charge or house rent is paid to them in lieu of housing accommodation. Work charged men, however, are neither given housing accommodation nor paid house rent. Contractors are required under their agreements to provide temporary huts to workers employed by them. These are however, extremely unsatisfactory, being built of bamboo and sarki grass. Sanitary arrangements are not up to the mark.

### Working of Labour Acts

The Factories Act and the Payment of Wages Act are not applicable, nor any Maternity Benefit Act. The Workmen's Compensation Act is applicable to both departmental and contract labour. There is however a tendency on the part of most contractors to evade the exact payment of compensation by trying to arrive at compromise with the injured workmen.

### Conclusion

The wartime expansion of the C P W D will not be able to maintain the same number of workers. Unless some provision is made somewhere for these workers, they are bound to be very seriously affected by unemployment in the post-war period. Unfortunately the C P W D, the principal employer of contract labour is not responsible to such labour, unless the Department imposes definite conditions regarding labour on contractors to a far greater extent than is done at present and unless such conditions are strictly enforced the lot of contractors' labourers must continue to be miserable.

(Sd) B P ADARKAR

SIMLA,  
The 6th November 1945

### APPENDIX I

*List showing the names of Circles in the Central Public Works Department and the Headquarters of each also the Divisions and Nature of Work done in each Division*

#### A

Circle	Headquarters
1 Eastern Aviation Circle No I	Calcutta
2 Eastern Aviation Circle No II	Calcutta
3 Eastern Aviation Circle No III	Calcutta
4 Eastern Aviation Circle No. IV	Calcutta
5 Eastern Aviation Circle No V	Calcutta
6 Southern Circle ..	Madras
7 First Circle	New Delhi
8 Second Circle	New Delhi
9 Western Circle	Bombay
10 Central Circle	New Delhi
11 Electrical Circle	New Delhi
12 Delhi Province	New Delhi
13 Fertiliser Factory Circle	Dhanbad.
14 Nagpur Circle	Nagpur

B

## Division and its Headquarters

## Nature of work done in the Division.

## Eastern Aviation Circle No. I

1 Piardoba Aviation Division, Bishnupur	Airfield construction Works
2 Dighi Aviation Division, Dighi	Do
3 Lalmonirhat Aviation Division, Lalmonirhat	Do
4 Dighi Electrical Division, Dighi	Maintenance of Electric Works
5 Lalmonirhat Electrical Division, Lalmonirhat	Do
6 Rupnagar Aviation Division, Rupnagar	Construction of airfields
7 Bengal Headquarters Division, Calcutta	Purchase of materials, stores and payment there for
8 Mechanical and Transport Division, Calcutta	Organisation, repairs, maintenance of all lorries, rollers and other mechanical plant working in airfield.

## Eastern Aviation Circle No. II, Calcutta

1 Chakuba Aviation Division, Chakuba	Construction and maintenance of airfields and Central work
2 Kharagpur Aviation Division No I, Kharagpur	Do
3 Kharagpur Aviation Division No II, Kharagpur	Do
4 Aviation Electrical Division, Kharagpur	Construction and maintenance of Electrical works
5 Calcutta Aviation Division No III, Calcutta	Airfield construction
6 Cuttack Aviation Division, Cuttack	Do
7 Aviation Electrical Division, Calcutta	Electrical Works

## Eastern Aviation Circle No. III, Calcutta

1 Gaya Aviation Division, Gaya	Airfield construction works
2 Aviation Electrical Division, Gaya	Electrical installation works
3 Patna Aviation Division, Patna	Airfield and Central Construction Works
4 Purba Aviation Division, Purba	Do
5 Asansol Aviation Division, Asansol	Do
6 Aviation Electrical Division, Asansol	Electric Installation on airfields
7 Panagarh Aviation Division, Panagarh	Airfield construction Works
8 Gushikera Aviation Division, Gushikera	Do
9 Pandavaneswar Aviation Division, Pandavaneswar	Do

## Eastern Aviation Circle No. IV, Calcutta

1 Deogarh Road Division, Calcutta	Maintenance of Roads
2 Assam Central P.W.D. Division, Gangtok	Maintenance and Construction of Central Government buildings in Assam
3 Calcutta Aviation Division No I, Calcutta	Airfield Construction Works
4 Calcutta Aviation Division No II, Calcutta	Airfield Central Construction Works
5 Calcutta Aviation Division, Calcutta	Do
6 Bengal Central P.W.D. Calcutta	Maintenance and Construction of Central Government Buildings
7 Central Electrical Division, Calcutta	Maintenance and Construction of Electrical Works

## Southern Circle Madras

1 Madras Central P.W.D. Madras	Construction and maintenance of Central Government Building
2 Combatores Central P.W.D., Combatores	Do
3 Madura Central P.W.D. Madura	Airfields construction work and Central Government Buildings
4 Trichinopoly Central P.W.D. Trichinopoly	Central Buildings Construction
5 Tanjore Central P.W.D. Tanjore	Planning Scheme
6 Bangalore Construction Division, Bangalore	I.T.P. Works Construction
7 Bangalore Maintenance Division, Bangalore	Maintenance of Airfields and Central Government Buildings
8 Nagpur Construction Division, Nagpur	Construction
9 Nagpur Maintenance Division, Nagpur	Construction and Maintenance of Central Government Buildings

Division and its headquarters	Nature of work done in the Division
<i>First Circle, New Delhi</i>	
1 Horticultural Operation, New Delhi	Maintenance of Government Parks and Gardens and Opens in New Capital area
2 Construction Division No I, New Delhi	Construction of buildings
3 Construction Division No II, New Delhi	Do
4 Construction Division No IV, New Delhi	Do
5 Indore Central Division, Indore	Maintenance of Central Government Buildings and roads and residential works
6 Ajmer Central Division, Ajmer	Do
<i>Second Circle, New Delhi</i>	
1 New Delhi A Division, New Delhi	Maintenance of Government Buildings
2 New Delhi B' Division, New Delhi	Do
3 Construction Division III, New Delhi	Construction
4 Viceregal Estates Division, New Delhi	Maintenance and Construction of Vice regal Estate Works in Delhi, Simla and Calcutta
5 Simla Central Division, Simla	Maintenance of Central Government Buildings in 5 mls
<i>Western Circle, Bombay</i>	
1 Bombay Aviation Division, Bombay	Maintenance and Construction of air fields
2 Bombay Central P.W. Division, Bombay	Maintenance and Construction of Central Government buildings in Bombay Presidency
3 Electrical Division, Bombay	Maintenance and Construction of Electrical Works
4 Poona Aviation Division, Poona	Do
5 Juhu Aviation Division, Andheri	Do
<i>Central Circle, New Delhi</i>	
1 U P Works Central Division, Dehra Dun	Maintenance and Construction of Central Government buildings in U P
2 Punjab and N.W.F.P. Central P.W.D. Lahore	Do in Punjab and N.W.F.P.
3 Karachi Aviation Division, Karachi	Maintenance and Construction of air fields in fund.
4 Military Works Division No I C.P.W.D. Delhi Cantt	Maintenance and Construction of M.E.S. buildings
5 Military Works Division No II, Anand Parbat, Delhi	Do
<i>Electrical Circle, New Delhi</i>	
1 Electrical Division No I, New Delhi	Electrical Works relating to Central Government buildings in New Delhi
2 Electrical Division No II, New Delhi	Do
3 Military Works Electrical Division, Delhi Cantt	Maintenance and extension of electric works relating to M.E.S. in Delhi Cantt
<i>Delhi Province Circle, New Delhi</i>	
1 Provincial Division, New Delhi	Maintenance of Provincial Roads and Buildings
2 Special Division, New Delhi	Improvement Trust Works etc
3 Services Division, New Delhi	Unfiltered water supply and Roads in New Delhi.

## APPENDIX II

Statement showing the Centres where C.P.W.D. Labour is largely employed.

Name of Division.	Number of Labourers Employed.			
	Departmental		Contractor's.	
	Skilled	Unskilled	Skilled	Unskilled
<i>Eastern India.</i>				
1. Dighi Aviation Division, Dighi ..	250	3,300	300	700
2. Lalmonirhat Aviation Division, Lalmonirhat ..	98	270	257	1,059
3. Rupel Aviation Division, Rupel ..	137	1,291	200	418
4. Bengal Headquarters Division, Calcutta ..	3	30	..	..
5. Chakauli Aviation Division, Chakauli ..	29	2,141	554	5,152
6. Kharagpur Aviation Division No. I, Kharagpur ..	117	1,679	901	5,590
7. Aviation Electrical Division, Kharagpur ..	132	379	..	..
8. Calcutta Aviation Division, No. III ..	33	706	648	2,193
9. Central Electrical Division, Calcutta ..	233	130	..	..
10. Patna Aviation Division, Patna ..	20	210	700	6,300
11. Electrical Division, C. P. W. D., Asansol ..	153	173	78	97
12. Gushkara Aviation Division, Gushkara ..	84	196	107	1,057
13. Assam C. P. W. D., Gangtok ..	37	778	17	215
14. Bengal C. P. W. D., Calcutta ..		180	70	750
15. Gaya Aviation Division, Gaya ..	130	634	245	1,485
16. Kharagpur Aviation Division No. II, Kharagpur ..	18	336	550	4,300
17. Pandeveshwar Aviation Division, Pandeveshwar ..	60	1,407	135	2,141
18. Lalmonirhat Aviation Electrical Division ..	46	50	120	10
19. Calcutta Aviation Division, No. II ..	56	600	1,082	3,256
<i>Southern India.</i>				
20. Madras C. P. W. D., Madras ..	40	300	100	350
21. Bangalore C. P. W. D., Bangalore ..	210	1,050	11,600	11,600
22. Maintenance C. P. W. D., Trichinopoly ..	111	608	44	180
23. Cuttack Aviation Division, Cuttack ..	60	456	105	480
<i>Western India.</i>				
24. Bombay Aviation Division, Bombay ..	57	397	280	1,880
25. Bombay C. P. W. D. Division, Bombay ..	68	153	10	33
<i>Central India.</i>				
26. Indore Central Division, Indore ..	..	47	454	72
27. Nagpur Central Division, Nagpur ..		50	290	200
28. Ajmer Central Division, Ajmer ..	..	183	578	Fluctuates according to work.
<i>Northern India.</i>				
29. New Delhi 'B' Division ..	122	498	10	28
30. Viceregal Estates Division, New Delhi ..	162	301	165	2,548
31. Simla Central Division, Simla ..	164	162	150	400
32. U. P. C. P. W. D. Division, Dehra Dun ..	174	388	550	887
33. Provincial Division, New Delhi ..	236	400	42	315
34. Special Division, New Delhi, No. I ..	..	97	12	8,341
35. Construction Division No. II, New Delhi ..	38	250	450	1,350
36. M. W. Division No. I, Delhi Cantourment ..	286	638	318	834
37. Horticultural Operation, New Delhi ..	178	2,189	..	..
38. Electrical Division No. II, New Delhi ..	207	244	..	..
39. Karachi Aviation Division, Karachi ..	25	2,500	390	1,693
40. Construction Division No. I, New Delhi ..	168	270	2,484	7,508
41. Punjab N. W. F. P., Lahore ..	11	26	130	182
42. Electrical Division No. I, New Delhi ..	256	235	..	..
43. Services Division, New Delhi ..	..	45	263	270

## APPENDIX III

*Resolution (16th April 1945) of the Government of India regarding Contributory Provident Fund for Temporary Workmen*

The Governor General in Council has had under consideration the question of introducing a Contributory Provident Fund for temporary workmen in Central Government employ and has decided that such a fund shall be instituted for temporary workmen employed on the following establishment —

## (1) The Central Public Works Department work-charged establishments

(2) The fund shall be called the Workmen a Contributory Provident Fund. It shall be established with effect from the 1st May 1945 and shall be regulated by the Contributory Provident Fund Rules (India) subject to the following modifications —

(1) Every workman who fulfils the following conditions shall be required to subscribe —

(a) That he is in receipt of minimum monthly emoluments of Rs 20 or above and

(b) That he has had at least three years continuous service on any of the establishments provided that a break in service caused by

(i) discharge in the interest of the State or

(ii) temporary physical unfitness which in the opinion of the medical authorities was neither due to his own neglect nor to intemperance or irregular habit shall not be held to constitute a break in continuity of service. Provided further that a workman drawing pay not less than Rs 10 per mensem but less than Ra 20 per mensem and fulfilling the condition (b) above may be admitted as an optional subscriber

(2) 'Emoluments' in the case of these workmen shall mean monthly pay or leave salary or wages excluding rent overtime and other fluctuating or extra allowances provided that the monthly emoluments of a person paid at daily rates shall be deemed to be 25 times the rate of wages admissible to him for the first normal working day of the month

(3) Leave shall mean any variety of leave admissible under the rules or orders issued by Government

(4) The amount of subscription to the Fund shall be fixed by the subscriber himself and shall be at a rate not less than 6½ per cent (i.e 1 anna in the rupee) and not more than 9½ per cent (i.e 1½ annas in the rupee) of his monthly emoluments and shall be expressed in whole annas

(5) The rate of Government contribution shall be 6½ per cent (1½/16th) of the subscriber's emoluments

(6) The provisions in the Contributory Provident Fund Rules (India) relating to payments towards Insurance Policies and Family Pension Fund shall not apply

(7) If a workman has rendered service of five years or more on emoluments of Rs 20 a month or above before the introduction of the fund he shall on retirement get in respect of that service a gratuity equal to half a month's emoluments for each completed year of service, subject to a maximum of nine months' emoluments

## APPENDIX IV

## Scale of pay of Ministerial Establishment (Permanent and Temporary)

Superintendent	Rs 200—10—300—old & new F B at Rs 200 in New Scale
Stenographers	Rs 150—10—300 old Rs 100—10—300 (E B at Rs 150 (new)
Assttants	Rs 75—5—120 E B 8—200 (old)
Clerks—1	Rs 100—5—150—E B—10—200
2	Rs 90—5—120—8—200
3	Rs 75—4—150—5—175—F B—at Rs 115 old
4	Rs 52—3—75—F B—4—9 Rs 40—5/2—90—E B—at Rs 75 (New)
Accounts clerk —1	Rs 51—3—75—4—95—5—120—8—200
2	Rs 70—5—85—7—99—7—120—8—144— 8—200 (E B at 99 & 140)
3	Rs 51—3—75—4—95—5—120
4	Rs 75—4—150—5—175 (E B Rs 115)
5	Rs 51—3—75—4—95 (E B—Rs 75)
6	Rs 40—3—70—4—110 (E B—Rs 70) (New)
Head Clerk	Rs 95—5—120—8—200 Rs 100—6—150—8—200 Rs 120—8—200 Rs 75—5—85—7—99—7—120— 8—144—8—200 } Old
Building Supervisor	Rs 100—6—100 E B—10—200 (New)
Upper Subordinates	Rs 200—10—400 (Old)
Subordinate (Building)	Rs 70—5—150 F B—10—300 (New)
Regular Master or Surveyor	Rs 120—10—270—(Old)
Elect Subordinate	Rs 70—5—150—E B—10—200 (New)
Temporary Engineers	Rs 80—7—150—E B—7—205 (Old)
Elect Supervisor Grade I	Rs 70—5—150—E B—10—200 (New)
Elect Supervisor Grade II	Rs 80—7—150 (Old)
Garden Sub Overseer I	Rs 250 + Rs 350 (fixed) but the pay refixed with an increment of Rs 25 after a year + approved service
Garden Sub Overseer II	Rs 200—10—300—E B 20—400—(New)
Garden Sub Overseer III	Rs 300—20—600 (Old)
	Rs 150—10—300—F B—at Rs 250 (New)
	Rs 150—10—300—E B—at Rs 250 (Old)
	Rs 5—3—70
	Rs 40—2—50
	Rs 25—3—35